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Operational activities of the United Nations for international development cooperation

Actions taken by the executive boards and governing bodies of the United Nations funds, programmes and specialized agencies in the area of simplification and harmonization of the United Nations development system

Report of the Secretary-General

Summary

The present report takes stock of recent progress achieved in simplification and harmonization of business practices in the United Nations development system, with a focus on actions taken by the executive boards and governing bodies.

Following the endorsement of the Plan of Action of the United Nations System Chief Executives Board for Coordination High-level Committee on Management for the Harmonization of Business Practices, significant efforts have been invested in fine-tuning the initiatives, taking into consideration the changing financial context as well as work already undertaken.

Significant agreements have emerged over the past year within the United Nations Development Group in areas with direct impact on country-level operations, notably on clarifying and harmonizing guidelines on joint funding, common procurement and common information and communications technology services.

Interface between United Nations system organizations and intergovernmental bodies has improved, resulting in growing political and financial support for a number of system-wide initiatives, for example, the International Public Sector Accounting Standards. In view of the challenges ahead, there is however a need for more comprehensive, multifaceted and forward-looking guidance from the executive boards and governing bodies.

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The Economic and Social Council may wish to take note of the report and encourage United Nations system organizations to continue to work towards simplification and harmonization, under the guidance of their executive boards and governing bodies.

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I. Introduction

1. With the acceleration of reform efforts towards more coherent and effective delivery of programmatic results in the United Nations development system, the lack of coherence in rules, procedures and business practices has been repeatedly emphasized as a major bottleneck. The gradual adjustments of managerial and administrative practices by individual United Nations system organizations over the past few decades have resulted in significant efficiency gains, and have progressed concurrently at the headquarters and country levels, highlighting the need for a system-wide rather than an ad hoc approach towards harmonized and coordinated operational modalities, and taking into consideration the realities on the ground as well as the diverse mandates and business models of United Nations system organizations.

2. Recent intergovernmental processes reaffirmed the importance of simplification and harmonization of business practices. Following the 2007 triennial comprehensive policy review of the General Assembly, the Assembly continued to address this important issue in the context of informal consultations on system-wide coherence. The Assembly, in paragraph 21 of its resolution 63/311 on system-wide coherence, called upon the Secretary-General to continue progress in that area, while also requesting the Secretary-General to regularly inform the Economic and Social Council about progress made and challenges encountered. The consultative process within the sixty-fourth session of the General Assembly is expected to elicit new guidance, in view of the most recent developments in the harmonization of business practices.

3. The follow-up by the Economic and Social Council on the implementation of the resolution on the 2007 triennial comprehensive policy review opens another avenue for a holistic review of progress and challenges in this regard. The General Assembly, in paragraph 112 of its resolution 62/208, requested the executive boards and governing bodies of the United Nations funds, programmes and specialized agencies to assess the progress achieved, including costs and benefits, in the area of simplification and harmonization of the United Nations development system at the global, regional and country levels; analyse the potential impacts on development programming; and report to the Economic and Social Council at its substantive session on an annual basis. The Council, in its resolution 2008/2, requested the Secretary-General to submit a report on actions taken by executive boards and governing bodies on simplification and harmonization of business practices. In response, a first report was submitted to the Council in 2009 (E/2009/61). Having considered the report, the Council urged the United Nations development system to step up efforts in a number of areas, notably the implementation of the Plan of Action for the Harmonization of Business Practices in the United Nations System adopted by the United Nations System Chief Executives Board for Coordination (CEB) in 2007, cost-recovery policies and the roll-out of the harmonized approach to cash transfers (see resolution 2009/1).

4. The present report is intended to provide a snapshot of progress made by the United Nations development system as well as individual United Nations system organizations in the past year, with a particular focus on actions taken and guidance provided by the executive boards and governing bodies. With respect to agency-specific activities, the United Nations Development Programme (UNDP), the United Nations Population Fund (UNFPA), the United Nations Children's Fund (UNICEF)

and the World Food Programme (WFP) provide detailed information on this issue through their annual reports to the Economic and Social Council (see E/2010/5, E/ICEF/2010/3-E/2010/6 and WFP/EB.1/2010/4/Rev.1). To avoid duplication, the present report does not cover actions taken by those organizations.

II. Implementation of the Plan of Action for the Harmonization of Business Practices in the United Nations System

5. The endorsement of the Plan of Action by CEB in the fall of 2007 and the launch in October 2008 of a fund-raising campaign marked a significant shift from an ad hoc to a systematic pursuit of coherent working modalities in the United Nations system. The Plan of Action reflects the broad-based consensus on the key bottlenecks, encompassing areas with great potential for adopting harmonized management practices of the highest global standards. Although still at an early stage, the cooperative spirit and proven commitment generated among different agencies to take on harmonization projects jointly is an important asset for the way forward.

A. Governance and financing of the Plan of Action

6. The recent intergovernmental deliberations on business practices have repeatedly stressed the importance of transparency and accountability in implementing the Plan of Action. In response, a light and flexible governance structure has been established, featuring clear-cut lines of accountability, strong monitoring and evaluation as well as transparent reporting.

7. The overall implementation of the Plan of Action is overseen by a Business Practices Steering Committee[1] of the CEB High-level Committee on Management. The Steering Committee is responsible for the prioritization of allocations of funds for various projects, weighing the availability of funds with the urgency of the projects and the relevance and impact at the country level. For implementation, working groups of interested organizations are formed around a lead agency, which bears ultimate responsibility for delivery of results and retains financial authority over, and accountability for, the resources allocated to the project.

8. The Plan was expected to be largely financed through extrabudgetary funding. Towards that end, a dedicated trust fund has been established. Following an initial contribution in 2008, additional contributions were received in late 2009 and early 2010, taking the Plan from the planning to the implementation stage.

9. To ensure further progress in reducing bottlenecks to the harmonization of business practices at the country level, as requested in the triennial comprehensive policy review, in 2010 a high-level mission was launched by the Chairs of the United Nations Development Group and the High-level Committee on Management to selected countries to identify further priority bottlenecks in business practices with a view to finding fast-track solutions for them. The mission will report to the

[1] Committee chaired by the High-level Committee on Management Vice-Chair and composed of the Chairs of the High-level Committee on Management Networks, in addition to UNDP, UNICEF, the Director of the CEB secretariat and the Secretary of the High-level Committee on Management.

Chairs of the United Nations Development Group and the High-level Committee on Management, and a briefing on the findings will be provided to Member States.

B. Project implementation

10. In view of the feedback from Member States as well as intergovernmental guidance, the projects as outlined in the Plan of Action and its funding proposal were reprioritized in 2009. The reprioritization has taken into consideration the changed financial context, with a focus on the initiatives that were already an integral part of the programme of work of the High-level Committee on Management and on areas with considerable work already under way, so that when extrabudgetary funding would become available, the preliminary phases of such projects would already be at an advanced stage.

11. At the High-level Committee on Management meeting in February 2010 and subsequent to the receipt of the bulk of extrabudgetary contributions towards the Plan of Action, six priority initiatives[1] were endorsed, resulting in $3.2 million being allocated to these projects. Lead agencies for the projects include the United Nations Secretariat, UNICEF, UNDP, the World Health Organization (WHO), the International Fund for Agricultural Development (IFAD) and the United Nations Office on Drugs and Crime. Most projects will be executed over the next two years, with meaningful milestones achieved by end of 2010.

1. Financial management

International Public Sector Accounting Standards

12. United Nations system organizations continue to move towards full compliance with the International Public Sector Accounting Standards (IPSAS), albeit at different paces. In November 2005, the High-level Committee on Management recommended system-wide adoption of IPSAS effective 2010. As at 30 June 2009, 10 organizations reported that their target date remains 2010, with two of them indicating a plan to review that date before the end of 2009. Three organizations now plan to implement IPSAS by 2011, while seven organizations plan to implement by 2012 and two others by 2014. Some organizations targeting 2010 and 2011 have not yet completed key implementation steps that should have been completed by January 2008 and January 2009, indicating a possibility of delayed adoption.

13. Last year has also seen varying performances of the early adopters (WFP, WHO and the International Civil Aviation Organization (ICAO)). The successful IPSAS implementation by WFP, effective 2008, continues to provide benefits in terms of "lessons learned" to other organizations. ICAO and WHO originally aimed to adopt IPSAS effective 2008, then revised their adoption dates to 2010 and 2012,

[1] A comparative analysis and review of human resources management policies, practices and procedures of the organizations of the United Nations system, with particular attention to employment arrangements of staff in non-headquarters locations; a United Nations system-wide financial statistics database and reporting system; a feasibility study for putting in place common treasury services; common standards and costing approaches for ICT services and investments; procurement harmonization in support of field operations; comparative analysis of organizations' procurement practices and processes; Vendor Eligibility Project: development of a common framework on vendor sanctions for the United Nations system.

respectively. The experience of the early adopters highlighted common issues that can cause delays in implementation, including the scale and complexity of the work involved, issues arising from the roll-out of information system changes, the lack of dedicated staff and the lack of sufficient financial resources.

14. The support of the CEB High-level Committee on Management has played an important role in availing to United Nations system organizations the capacity for IPSAS implementation. To date, all 18 IPSAS training courses have been completed and issued for organizations' use. Different accounting treatment options are now under consideration. It is understood that a high level of harmonization in terms of agreed system-wide accounting policies has already been achieved.

Common treasury services

15. The common treasury services project[3] represents an opportunity to realize considerable savings across the United Nations system through a combination of better investment returns, lower payment-processing costs, and improved contractual conditions with other investment and treasury services providers. The project aims to improve the level of consistency and harmonization across the United Nations system in relation to the practices and procedures governing treasury services, leading to pooled delivery of some treasury management services.

16. The preparatory phase towards common treasury services is almost complete, with a survey on current treasury practices applied by international organizations conducted in early 2009 and the web-based knowledge-sharing platform, the Treasury Community of Practice website, made operational at the end of 2009. The survey revealed that, in spite of the opportunities in some areas, there will be important legal, governance and managerial barriers to overcome. Consequently, the focus should be initially on offering attractive and practical solutions that can be put in place in a relatively short time frame.

17. The approval of funding, on 11 February 2010, for the feasibility study for putting in place common United Nations treasury services as a priority of the Plan of Action marked the move towards the execution phase of the common treasury services project. The study will propose options as to the models for harmonization and collaboration in areas of treasury services and will allow the identification of divergences between individual organizations' legal, operational and financial provisions, together with the consideration of ways to address such divergences.

United Nations system-wide financial statistics database and reporting system

18. The development of a central repository of information on operational activities for development is one of the priority projects selected from the plan of action, and also responds to a request from the General Assembly in paragraph 16 of its resolution 63/311. The benefits of the initiative are the availability of, and one-place access to, comprehensive, reliable, manageable financial information on the entire United Nations system. The CEB secretariat and the Department of Economic and Social Affairs of the Secretariat have started collaboration towards a common

[3] Treasury management refers to the banking, investment and foreign currency operations that all United Nations system organizations require in order to make payments in multiple currencies, across multiple, global locations in a safe and secure manner, and to ensure sound investment of temporary cash surpluses.

data-collection exercise covering all reporting requirements. The implementation phase of the repository will be completed within a two-year period.

2. Procurement

19. The first initiative that has been launched from the High-level Committee on Management Plan of Action is a project intended to produce procedures and guidelines with regard to vendor eligibility and due process dealing with vendors suspected, accused of, and/or proven guilty of misconduct in line with the United Nations Supplier Code of Conduct.

20. Since its launch in 2009, the project has progressed in full speed. It was agreed that the common policy framework currently under development would serve as a foundation from which a fully developed system will evolve, fulfilling the general principles of procurement applied by several United Nations system agencies. The most important aspect of the framework is that each organization uses its own process in a manner that produces consistent results. The initial draft framework is expected to be ready in June 2010, for subsequent adoption by the High-level Committee on Management and CEB.

21. The joint High-level Committee on Management United Nations Development Group initiative included in the Plan of Action[4] will further analyse the use of the national procurement system, and the procurement issues, strategies, needs and outcomes in two of the eight "Delivering as one" pilot countries.

3. Information and communications technology

22. The information and communications technology (ICT) initiatives of the Plan of Action reflect the recognition of modern technology as a driving force for managerial and administrative reforms. Prior to the launch of the Plan of Action, a number of ICT initiatives were already put in place, including the agreement to pursue a study on the value and feasibility of common data communications services utilizing a shared-costing approach with interested agencies.

23. Launched in May 2009 and finalized in January 2010, the study revealed the existence of both redundancies and gaps in data communications capacity across agencies which, if effectively addressed, could result in increased efficiencies of operation and, potentially, operational cost savings. The study recommended several specific activities agencies should collectively pursue, including increased sharing of connectivity within countries, optimization of existing data communications links and establishing a gateway that can securely interconnect all agencies.

24. Four options to implement those initiatives were identified, including maintaining the status quo (i.e., each agency operating independently); fostering increased sharing among agencies; outsourcing network operations to an external vendor; and establishing a United Nations body to become an "in-sourced" network operator. While all the latter three options result in long-term cost savings of 10 to 20 per cent of operating expenses per agency, the sharing approach carries fewer risks, with a moderate level of effort and investment. However, it may require

[4] Namely, "Procurement process and practice harmonization in support of field operations: comparative analysis of organizations' procurement practices and processes".

agencies to cede some control to fully realize the benefits, a decision that can only come from a unified system-wide policy.

25. In moving forward, it was agreed that all work on achieving coherence in data communications should operate in harmony with the activities taking place within the context of the overall harmonization of ICT at the country level.

III. Simplification and harmonization to facilitate coherent and efficient country-level operations

26. The success of harmonization at headquarters will be ultimately judged by its ability to generate gains in operational efficiency and effectiveness on the ground. A wide range of operational processes, tasks and infrastructure development and maintenance have a direct impact on programmatic activities at the country level. The United Nations Development Group has taken the lead in optimizing such operational processes in collaboration with the CEB High-level Committee on Management, with a focus on the key bottlenecks as identified by United Nations country teams.

A. Joint funding and finance

1. Common budgetary framework

27. In response to the resolution on the triennial comprehensive policy review, the United Nations Development Group analysed the experiences and lessons learned from the use of common budgetary frameworks and translated the good practices into practical guidance for wider application across the countries. The guidance suggests that the common budgetary framework should be developed if a country voluntarily decides to develop a common United Nations Development Assistance Framework Action Plan. In all other cases, it is voluntary for countries to adopt. The common budgetary framework is to help it ensure that within the United Nations Development Assistance Framework Action Plan document, there is a comprehensive and results-based projection of financial resources and identified funding gap for the entire programme period. It is designed as a planning and management tool at the disposal of the United Nations country team.

2. Multi-donor trust funds

28. Given the fact that multi-donor trust funds have become an important funding mechanism within the United Nations system to channel and leverage resources in an effective and coordinated way, United Nations country teams have repeatedly stressed the need for practical guidance to ensure greater coherence and consistency in establishing and managing the trust funds. In response, the United Nations Development Group endorsed the United Nations Development Group Guidance Note on Establishing Multi-Donor Trust Funds, in February 2010, on an interim basis. The Guidance Note reflects on the experience of establishing and managing multi-donor trust funds. It is intended to provide practical tools and instruments for United Nations country teams to be better able to plan, develop and implement such trust funds at the country level. The revised Guidance Note will be issued later in 2010.

3. Cost-recovery policy

29. Agencies participating in the United Nations Development Group-High-level Committee on Management joint consultations held in April 2008 agreed that UNDP, UNFPA, UNICEF, WFP and the specialized agencies, would apply a 7 per cent rate as a harmonized indirect programme support cost rate for multi-donor trust funds and multiagency joint programmes and activities at the country level. In the light of the principle of full cost recovery, all other costs incurred by each participating United Nations system organization in carrying out the activities for which it is responsible will be recovered as direct costs. Furthermore, the specialized agencies may continue to apply standard indirect programme support cost rates up to 13 per cent for single-agency initiatives, designed and managed directly or bilaterally. Building on that consensus, the inter-agency dialogue on harmonized cost-recovery policies was taken forward in 2009 in the context of the United Nations Development Group-High-level Committee on Management Working Group on Cost-Recovery Policy.

30. A study commissioned by the Working Group stimulated further thinking about the principles with respect to the harmonization of cost-recovery policies. In view of the wide differences in business models, funding structures, sizes of projects, and governance, it was agreed that harmonization efforts should draw up common principles rather than address micro-level issues, in order to ensure full cost recovery in line with the recommendations of the triennial comprehensive policy review.

31. The Working Group further decided that in the short term, each agency would remain accountable for the interpretation of United Nations principles and modalities of cost recovery to their respective governing bodies. In the long term, organizations should identify and recover more comprehensively direct costs as well as variable costs in accordance with the organizations' business models. A special task force has been instituted to work on a common solution for the specialized agencies.

32. UNDP, UNICEF and UNFPA are reviewing and validating current cost-recovery policies and approaches and their overall adequacy and efficacy in contributing to the funding of those agencies' operations. In 2010, implementing solutions for the recovery of indirect costs in line with the triennial comprehensive policy review will be explored in particular with the objective of ensuring that core funding does not subsidize activities funded from non-core resources.

4. Redeployment of cost savings

33. The 2004 and 2007 triennial comprehensive policy review called on the United Nations system to ensure that savings accruing from reduced transaction costs are redeployed into development programmes in programme countries. In response, the United Nations Development Group has developed a policy note on ways and challenges associated with the identification, measurement and deployment of "net savings" in operational activities into the programmes of the same countries, and ways to address them.

34. Given the complexity of developing a system of tracking of costs, the cost-benefit of setting up such a system and the different ways in which agencies budget for operational activities at the country level, it was agreed that, on an experimental

basis, where appropriate, agencies should set in place processes for the identification and measurement of "net savings" from operational activities, as well as seek ways to deploy them into the programmes in the same country. A review of what has been considered feasible and implemented by agencies will be undertaken at the end of 2010.

35. In spite of the agreement, a number of obstacles remain to be addressed in piloting the approach. For example, some agencies may need governing bodies' approval of changes that may be required to their rules and procedures. In some cases, the cost of measuring operational savings could be higher than the savings accrued. Furthermore, not all agencies have fully integrated budgets, with the administrative and programme budgets in different cycles and guided by different sets of rules. Unless a greater level of integration is reached, it will be difficult to ensure the deployment of savings from operational activities into programmes.

5. Harmonization of financial regulations and rules

36. After several interactions coordinated by the United Nations Development Group in 2009, the Comptrollers of the five participating organizations (United Nations Secretariat, UNDP, UNFPA, UNICEF and WFP) have developed a draft set of harmonized financial regulations and rules, maintaining agency specific requirements driven by their respective mandates, where necessary. It is expected that the formulation of the harmonized financial regulations and rules will be finalized by mid-2010, with subsequent submission to advisory committees and governing bodies. Final approval is expected during 2011 for implementation effective 1 January 2012 for IPSAS adoption. However, the harmonization of financial regulations and rules is only one step and further work would be needed on the harmonization of financial policies and procedures.

37. Recognizing that United Nations country teams often experience considerable bottlenecks owing to the lack of harmonization in financial policies and procedures, a review of the differences among the five organizations in that area will be conducted. Existing gaps will be identified in 2010 for further alignment and application at the country level.

38. To facilitate the involvement of the United Nations development system in a pooled or basket funding mechanism based on a common United Nations position, an inter-agency agreement was reached that the current policies of several United Nations system organizations, including UNDP and UNFPA, will be tested and further reviewed for system-wide application.

6. Harmonization of financial reporting and budget code system

39. The harmonization of expense categories was initiated in 2006 with the aim of simplifying and aligning the reporting requirements of different United Nations system organizations and has been in use since then. Since substantive revision of expense categories is expected after the IPSAS roll-out, it was agreed that the current harmonized expense categories would be applied by the United Nations system organizations in their joint initiatives, in order to ensure that monitoring of and reporting on joint initiatives at the country level is simplified.

B. Country office business operations

1. Common services

40. The 2007 triennial comprehensive policy review encourages the United Nations system to step up its efforts to rationalize the country presence through common premises, co-location and, where appropriate, to implement the joint office model and expand common shared support services and business units, in order to reduce United Nations overhead and transaction costs for national Governments. The past decade has seen a proliferation of common services initiatives, albeit at varying levels of depth and breadth. A survey conducted in 2009 revealed that common services are implemented by all 116 of the 135 United Nations country teams surveyed, with 82 per cent having arrangements around essential services (e.g., banking, cleaning and maintenance), and two thirds having arrangements around ICT, human resources services and medical services. Forty per cent of countries claimed that cost savings are realized.

41. There is a growing need for both capacity and financial support for common services initiatives. Forty-six per cent of United Nations country teams claimed that they have been trained on common services. However, 76 per cent of countries stated that they need additional support for the implementation of common services, with over half of them pointing out strongly that they have received "inadequate support".

42. The United Nations development system has scaled up support for common services projects through renewed guidance drawing from the "Delivering as one" pilot countries and dedicated training, leading to breakthroughs in a number of quick-win areas. The High-level Committee on Management and the United Nations Development Group have prioritized making progress in a number of areas, including procurement, ICT, finance and human resources.

2. Information and communications technology

43. Sharing ICT services among the various United Nations system agencies at the country level is not a new concept. Many country offices are already sharing Internet connections, information technology resources and equipment. In a number of countries, ICT projects are under way with a view to developing common ICT infrastructure and services. In addition, the United Nations Development Group drafted generic guidance for global application on planning and developing common ICT infrastructure across agencies at the country level.

44. The roll-out of the "One United Nations" e-mail and web addresses for all Resident Coordinator offices and common United Nations websites was another achievement. As at 6 July 2009, five countries have adopted the new domain, with more countries in the process of adoption. In addition, the common directory project was developed and tested in Mozambique and Pakistan. The project is particularly important at the country level, as it offers all staff easy access to contact information of agency staff. The common directory project is now being deployed at the system-wide level by CEB. After identifying the appropriate technical solution, several agencies are now connected through this directory facility, with most agencies expected to join during 2010.

45. In spite of the various pilot solutions developed, the challenge is to scale up these solutions to other countries in a prioritized manner, for which additional resources, both financial and technical expertise within the United Nations system agencies, will be needed.

3. Common procurement

46. In cooperation with the High-level Committee on Management, the United Nations Development Group developed generic guidance on common procurement at the country level for global use. The guidance applies only to procurement commonly initiated at the country level by most of (if not all) the United Nations system agencies represented. Agencies are still free to procure specialized and strategic goods and services as per agency-specific technical specifications and standards (e.g., food procurement, cold chain supplies, contraceptives, etc.).

47. The guidance features solutions on the development of common long-term agreements, setting up common local contracts committees and steps to building a common procurement team at the country level. It offers a possibility to reduce procurement transactions by removing, for example, the need for multiple market surveys and multiple bidding processes. To operationalize the guidelines, a Plan for Harmonized United Nations Procurement at the country level for 2010 has been developed, envisaging increased headquarters support for communication, pilot testing, normative guidance and training.

4. Harmonized approach to cash transfers[5]

48. Initiated in 2007 and subsequently expanded to a larger group, the harmonized approach to cash transfers is now fully implemented in 19 countries. It is also being introduced in around 120 countries, albeit at different levels of implementation. In spite of the agreement by UNESCO, the United Nations Office for Project Services, FAO, UNIDO and the United Nations Human Settlements Programme (UN-Habitat) to use the approach where applicable to their operations in pilot countries, it still remains to be adopted more broadly by other specialized agencies and extended to countries beyond the "Delivering as one" pilot countries.

49. The initial feedback confirms that partners see the harmonized approach to cash transfers as contributing to better planning and monitoring with great potential to reduce transaction costs. Mozambique, for example, has estimated that about 20 per cent of Government and United Nations staff time has been saved with the adoption of the harmonized approach to cash transfers. However, a number of challenges, for instance, the reluctance to accept the microassessments of Government partners and the resistance on the part of some Governments to subject to audit and assurance, may account for slow progress in some countries.

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[5] The harmonized approach to cash transfers uses macro and microassessments to determine risk, as well as assurance activities such as audits and spot checks. It also introduces a new harmonized format for implementing partners to request funds and report on how they have been used. The macroassessment is a desk review of the existing assessments of the national public financial management system that takes place once per programming cycle. The microassessment looks at the soundness of the implementing partner's financial management system.

5. Common premises

50. The 2009 Common Services and Harmonized Business Operations Survey revealed that of 116 countries that responded, 84 countries have some form of common premises in place at the country level. Sixty-two countries claimed that they were considering a change to their current premises situation.

51. Continued support has been provided by the United Nations Development Group to United Nations country teams on the establishment of common premises. Recognizing the challenge associated with the lack of financing, options for funding common premises were approved and tested at the country level. The United Nations Development Group is also working on guidance on public-private partnership to be issued in 2010 to guide common premises construction projects. In spite of the funding challenges, countries — for example, Viet Nam — are looking to the significant programmatic benefits of being in common premises, which allows for exploring alternate ways for inter-agency teams to work together with a view to achieving greater coherence, efficiency and effectiveness.

52. A growing body of evidence suggests that Green Buildings can be constructed with little or no capital cost premium and have attractive payback periods. To maximize cost efficiency, a "Greening as One: United Nation House" project is being planned with the aim of supporting Albania, Cape Verde and Viet Nam in establishing their Green One United Nations Houses, while promoting sustainable operations in United Nations and non-United Nations organizations in those countries. Subsequently, the project will support the preparatory activities for establishing a Green One United Nations House for up to 10 other programme countries with an existing United Nations House.

IV. Actions taken by the executive boards and governing bodies

53. The past year has seen increased interaction on business practices issues between United Nations system organizations, including inter-agency mechanisms with the General Assembly and the Economic and Social Council. For example, a recent report of the Secretary-General on system-wide coherence (A/64/589) outlined progress in implementing the Plan of Action. The CEB High-level Committee on Management reported to the Council on the harmonization of business practices, during the 2009 operational activities segment. This momentum was echoed at the level of executive boards and governing bodies of United Nations system organizations, leading to renewed guidance reflecting system-wide policy orientations.

A. United Nations Educational, Scientific and Cultural Organization

1. International Public Sector Accounting Standards

54. With an objective to prepare IPSAS-compliant financial statements for reporting periods commencing 1 January 2010, the UNESCO IPSAS project has now entered a key stage. Following the identification of accounting gaps and the development of policy papers, IPSAS training has been delivered. As important

steps towards implementation, the roll-out of information technology changes and associated training are well under way.

55. The experience of UNESCO shows that in order to ensure robust financial reporting processes and credible financial information, the continuing strengthening of internal controls is essential. It is also vital that progress is made in the training of staff and the improvement of necessary in-house knowledge and experience.

56. The Executive Board of UNESCO is constantly updated on progress towards IPSAS. During its 181st session, in April 2009, the secretariat proposed changes to the financial rules and regulations in the light of IPSAS. The Board took note of the proposed amendments and requested the Director-General to submit them for consideration and approval by the General Conference of UNESCO at its thirty-fifth session.

57. Having considered the progress report of the secretariat during its 182nd session, the Executive Board took note of the good progress made to date and the important changes in 2010 and beyond necessitated by the implementation of IPSAS; recognized that there remains a funding gap for 2010-2011 for the full implementation of IPSAS; invited the Director-General to identify savings from the current biennium, and authorized him to transfer such savings in support of IPSAS implementation.

2. Cost-recovery policy

58. In September 2008, the Director-General of UNESCO endorsed a new cost-recovery policy for implementation on a trial basis for two years. Since then, UNESCO has made continuous efforts to foster a better understanding of the cost-recovery policy and to improve the policy processes in accordance with internal and United Nations system-wide developments.

59. In an effort to refine the UNESCO cost-recovery policy in line with a well-defined support cost measurement methodology, a cost measurement study was launched in November 2008, with an objective to better assess the level of the indirect variable costs,[6] which in turn helps to determine the appropriate level of the programme support cost rate. UNESCO is also making administrative refinements to increase the efficiency of the cost-recovery processes and to lower the administrative costs wherever possible.

60. Having reviewed the above-mentioned progress at its 181st session, the Executive Board welcomed the Director-General's decision to introduce and implement a cost-recovery policy that recognizes the principle of true cost recovery in accordance with the triennial comprehensive policy review. The Board furthermore took note of the Director-General's ongoing efforts, and invited the Director-General to report to it, at its 182nd session, further information on the results of the High-level Committee on Management-United Nations Development Group joint study, the results of the UNESCO 2008 cost measurement study, and the status of its cost-recovery policy.

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[6] Variable indirect costs, usually referred to as programme support costs, are incurred by the organization as a function of and in support of its activities, projects and programmes and cannot be traced unequivocally to specific activities, projects or programmes. Typical examples include service and administrative units and their related systems and operating costs.

B. Food and Agriculture Organization of the United Nations

1. Shared support services

61. The Rome-based agencies have been collaborating over the years in many ways to combine strengths and bring complementary perspectives and expertise to the challenge of achieving cost savings and efficiency gains.

62. The procurement services of the three Rome-based agencies have significantly expanded their joint efforts and areas of collaboration. Over the last two years, the agencies have increasingly issued joint tenders, resulting in a significant decrease in transaction costs arising from more competitive pricing owing to the increased economies of scale brought about by the combined needs of the three agencies. In early 2009, the three agencies developed a joint procurement platform for 2009-2010 to procure common headquarters goods, works and services jointly over the next two years. The expected savings resulting from the joint tender are in the range of 2-5 per cent additional discount over the existing contract. To align institutional support for common procurement services, the three agencies have opted for a pilot common procurement team that became operational in January 2010, thereby utilizing the best practices of all three agencies.

63. In addition, the three Rome-based agencies continue to explore and expand areas for collaboration in areas of information technology goods and services, training, finance, travel, security as well as conference and facilities-related services while working towards standardization and harmonization.

64. Progress in this regard has been regularly reported to the Joint Meeting of the FAO Programme Committee and the Finance Committee, which during its most recent session in September 2009 expressed its continued support for Rome-based agency collaboration. The Joint Meeting took note of the agreement of the three agencies on the establishment of the joint procurement unit and acknowledged the actions initiated to review and strengthen the tools necessary for quantifying efficiency savings resulting from the Rome-based agency collaboration.

2. Cost-recovery policy

65. During the period from 1 June 2008 through 31 May 2009, FAO opened 689 Trust Fund projects, with all projects charged at rates within the currently approved policy. The vast majority of projects (88 per cent by value) are charged at their ceiling/recommended rates.

66. FAO annually reports to the Finance Committee, the Joint Meeting and the Council on the implementation of its support cost policy. During its 128th session, in July 2009, the FAO Finance Committee was satisfied that the project support cost rates for the period under review were applied within the approved policy and noted the developments arising from the partnership with the Global Environment Facility (GEF).[7] The Committee endorsed in principle the enlargement of FAO support cost policy scope to include related costs categories, and requested submission at a future session details of the revised policy for its consideration, before the policy is put into effect.

[7] In view of a sharp increase of the Global Environment Facility funding, FAO received further clarification on GEF policies in connection with support services incurred in the administration of GEF-funded projects.

3. International Public Sector Accounting Standards

67. The FAO IPSAS Project continues to make good progress in its objective to achieve annual financial reports in accordance with IPSAS standards by 2012.

68. A major change to scope took place in 2009, when the IPSAS Project Board took the decision to integrate into the IPSAS Project an existing project to replace the legacy Field Accounting System. In addition to IPSAS compliance, the Project will now provide the decentralized offices with a financial system that fits current business purposes and reduces financial risks through implementing processes and systems to support the recording, accounting, control and reporting of all financial and procurement transactions at the decentralized offices level.

69. The Project monitors and evaluates risks on an ongoing basis. The major risks are the limited availability of key staff to support the Project, given the many other reform-related activities being undertaken by the Organization, the need to synchronize certain key activities with other information system projects and the infrastructure and staff capacity constraints in the decentralized offices.

70. The IPSAS Project continues to collaborate with other United Nations entities to share implementation experience and identify common solutions to common problems. This collaboration has proved most important to identify workable system solutions for the decentralized offices.

71. The Finance Committee and the Council receive regular reporting on the IPSAS Project and continue to give their strong support to the Project. The Committee supported the decision to postpone IPSAS implementation to 2012. Noting the pressure of staff resources resulting from the various ongoing initiatives within the Organization, the Committee stressed the importance of ensuring that the required staff resources are made available within the Organization to the IPSAS Project. It also underlined the importance of continued collaboration with the other United Nations system agencies, in particular the WFP.

C. World Health Organization

International Public Sector Accounting Standards

72. WHO leads nearly all other United Nations system organizations by having become partially compliant with IPSAS in 2008 and almost fully compliant by 2010. The 2008 financial statements of WHO were presented in the IPSAS format. However, difficulties remain in a few areas, notably owing to resource constraints. Nevertheless, WHO expects to be fully IPSAS-compliant in the biennium 2010-2011 as required by its Financial Regulations.

73. During its eleventh meeting, in January 2010, the Programme, Budget and Administration Committee of the Executive Board expressed support for the secretariat's efforts to implement IPSAS, and noted that they would be fully implemented during the current biennium.

D. United Nations Industrial Development Organization

1. International Public Sector Accounting Standards

74. The UNIDO General Conference in 2007 approved the adoption of IPSAS, effective 1 January 2010. In spite of the various challenges, UNIDO remains committed to the original implementation date. By end of 2009, UNIDO became ready to capture all the relevant data and information in IPSAS-compliant systems, which allows the Organization to be IPSAS-compliant and prepare its financial statements for 2010 based on the new standards. Considering the harmonization of financial regulations and rules for the United Nations system, an initial interim review of the UNIDO financial regulations has taken place, with those requiring amendments for IPSAS compliance identified.

75. During its thirteenth meeting, in December 2009, the General Conference of UNIDO took note of the proposed initial amendments to the Financial Regulations of UNIDO in light of the adoption of IPSAS by 2010, and decided to adopt the interim amendments to the Financial Regulations deemed necessary for IPSAS adoption effective 1 January 2010.

2. Change management

76. In the light of the harmonization of business practices within the United Nations system, UNIDO proposed a change management initiative with an aim to significantly transform the Organization's management processes and delivery mechanisms into a desired state of enhanced results orientation, effectiveness, efficiency and risk management. Towards that end, a study has been launched to assess in a comprehensive manner the change management initiative, including its components, such as business process re-engineering and the deployment of an enterprise resource planning system.

77. The General Conference in December 2009 took note of the feasibility study on a comprehensive change management initiative, and requested the Director-General to provide information on the various cost elements of the enterprise resource planning system. The Conference also approved the use of unutilized balances for the change management initiative, with all funds for the initiative managed through a special account. Member States were invited to contribute voluntarily to the account.

E. International Labour Organization

1. International Public Sector Accounting Standards

78. At its 297th session, in November 2006, the ILO Governing Body approved the adoption by ILO of IPSAS for the financial period beginning 1 January 2010. Since then ILO has made notable progress towards full compliance with IPSAS, including the completion of a full assessment of the requirements for IPSAS implementation, documentation of accounting policies and procedures and training of field and headquarters staff involved in financial reporting.

79. In spite of the progress, it is unlikely that all the required system and procedural changes will be fully operational in time to meet the planned IPSAS implementation date of 1 January 2010. ILO therefore intends to continue a phased

approach to the implementation of IPSAS. Based on that approach, ILO expects to be compliant with all except seven of the IPSAS standards by the end of 2010 and should be able to comply with all standards by the end of 2012. This approach would avoid the need to seek additional financial resources to ensure full IPSAS implementation by 2010.

80. At its 304th session, in March 2009, the Governing Body proposed to the International Labour Conference a draft resolution amending the Financial Regulations to incorporate various changes to financial reporting appropriate to the adoption of IPSAS. The Conference adopted the proposed changes at its ninety-eighth session in June 2009. The Governing Body, during its 306th session, in November 2009, took note of the revised implementation plan for the adoption of IPSAS.

2. Information and communications technology

81. As its Information Technology Strategy for 2007-2009 comes to a close, ILO developed a new strategy with the aim to maximize the role of information technology as a driver of change enhancing effectiveness, efficiency, and the value of the ILO's current and proposed investments in information technology systems. The strategy envisages the information technology function in ILO evolving from being highly focused on infrastructure and support services to proactively identifying opportunities for administrative integration and efficiency closely aligned to the strategic objectives of the Organization. As a result, the information technology function of ILO will be strengthened through its repositioning and through administrative streamlining so that it is better placed to fulfil its strategic role. To support a successful evolution of the information technology function into this more strategic role, a number of initiatives will be undertaken, including enhanced communication and training in the years to come.

82. The Governing Body endorsed the Information Technology Strategy 2010-2015.

F. International Fund for Agricultural Development

1. Country presence

83. The Executive Board of IFAD approved 17 country offices in 2008, with all opened and hosted on the premises of another United Nations system agency. By 2009, the IFAD Executive Board had approved 27 country offices, covering a total of 31 countries (some offices cover more than one country). These 31 countries contain 120 IFAD projects, accounting for 48 per cent of the current portfolio of IFAD in number terms, and 55 per cent in value terms. IFAD has entered into 11 host agency agreements with UNDP and 2 with WFP.

84. With an objective to consolidate its country presence, IFAD proposed a limited expansion of country presence, with only three new offices to be opened in 2010. These country offices will be small and limited to countries with at least three to four existing and prospective investment projects. In addition, country office management will be made more efficient and cost-effective, mainly by outsourcing services to UNDP and other United Nations system agencies. IFAD management will deepen its experimentation with different models of country presence, in particular the subregional offices. For the office space and other logistics, it will

rely on sister agencies of the United Nations system, such as FAO, UNDP and WFP, and other international financial institutions.

85. The Executive Board approved the limited expansion of the IFAD country presence in 2010, specifically the opening of three new country offices, in Cameroon, the Philippines and Zambia.

2. Collaboration with other Rome-based agencies

86. Reduced transactions costs and time, decreased fixed costs, and simplified processes are among the main benefits of the ongoing simplification and harmonization efforts of the three Rome-based agencies. Based on the positive experience so far, additional joint activities regarding administrative and business processes are being planned.

87. In 2009, IFAD submitted to its Executive Board a joint IFAD/FAO/WFP document on the directions that future purpose-driven operational partnerships could take at the global, regional and country levels. The document sets out a framework for immediate and medium-term collaboration at the global, regional, national and local levels, around four pillars, including operations and administrative collaboration. Further joint action is envisaged in the "Delivering as one" pilot countries.

88. The Executive Board, during its 97th session, in September 2009, reviewed the directions for collaboration among the Rome-based agencies and requested future updates on this issue.

G. Office of the United Nations High Commissioner for Refugees

89. With the aim of becoming a more responsive and accountable organization, UNHCR launched a comprehensive and large-scale reform process in February 2006. Since its inception, the reform has been guided by a set of objectives, the foremost being the need to optimize the organization's effectiveness in meeting the needs of people of concern by shifting to a results-oriented way of working, realigning structures and reducing bureaucracy.

90. A long-stated objective of the reform has been to streamline headquarters so that it provides overall direction and maximum support to the field from the smallest, most efficient platform. A list of the essential functions performed by headquarters was prepared early in the reform process to guide the headquarters review. The result of that ongoing review has been a considerable downsizing of the UNHCR office in Geneva, from a total of 888 posts as at 1 January 2006 to a planned total of 647 posts as at 31 December 2009.

91. After careful analysis and review and with the aim of achieving greater cost-efficiency, UNHCR chose to outpost its supply, personnel management and corporate finance functions to Budapest, starting in January 2008. Cost efficiencies achieved through these measures allowed the Office to enhance assistance activities for beneficiaries and also to strengthen further some of its key support services in 2009. The second phase of outposting, in particular the creation of a Global Learning Centre, will yield additional savings, owing solely to salary differences and savings in rental.

92. Against that backdrop, UNHCR launched the IPSAS project in 2008. Despite its efforts, UNHCR is not able to implement IPSAS by 1 January 2010 as originally planned, and significant areas have been deferred to 2010, with completion foreseen in 2011. UNHCR has adopted an incremental implementation approach and aims to publish IPSAS-compliant financial statements as at 31 December 2011.

93. The provision of ICT services is also being restructured, with an expectation to further enhance support for the field through a decentralized structure and the creation of a field-based ICT hub. These reforms will continue into 2010 with additional streamlining, including further decentralization, outposting and outsourcing. Other ICT strategic activities will also bring further standardization of ICT platforms and tools, the implementation of methodologies and standards, which will bring economies of scale, efficiency and increased productivity.

94. The above-mentioned reform initiatives constitute an important component of the UNHCR programme budget for the biennium 2010-2011. The Executive Committee of UNHCR requested the High Commissioner, within the resources available, to respond flexibly and efficiently to the needs currently indicated under the programme budget for the biennium 2010-2011 and called upon UNHCR to further keep its administrative expenditure under continual review with a view to reducing it as a proportion of total expenditure.

V. Conclusion

95. Following the long pursuit of a more effective and efficient United Nations system through administrative and managerial adjustments since the 1970s, there has been a tendency to rethink the linkages between change management initiatives and programmatic reforms. Reforming management practices is no longer only a means in response to the need for better programmatic results, but a driving force for reforms on the programmatic side.

96. This change of mindset has led to a reprioritization of simplification and harmonization on the agenda of the United Nations development system, evidenced by the increased attention to this issue at various intergovernmental forums. Many United Nations system organizations have taken advantage of management reforms as an opportunity to shift the way in which programmatic services are delivered. This, for instance, is particularly apparent in the area of ICT, where a number of United Nations system agencies, by consolidating and modernizing ICT structure and services, improved service delivery.

97. The gradual shift towards a bottom-up approach is another hallmark of recent efforts towards simplification and harmonization. Removing the bottlenecks that hinder coherent business operations at the country level has become a key priority of the CEB High-level Committee on Management and the United Nations Development Group.

98. A welcome development over the past year has been the increased interaction between United Nations inter-agency mechanisms and the central intergovernmental processes anchored in the General Assembly and the Economic and Social Council. There is, however, scope to further deepen this interface, bearing in mind the necessary space that should be afforded to United Nations system organizations in fulfilling their executive authority.

99. To move forward, the United Nations development system is still confronted with significant challenges, arising from, among others, the insufficiency of financial and human resources, the diversity of United Nations system organizations as well as the difficulty in achieving progress across-the-board. Many organizations fall short of progress notably in the area of IPSAS owing to the scarcity of funding and necessary capacity. The linkages between change management initiatives require progress on all fronts, which has not been the case.

VI. Recommendations

100. Secretariats of United Nations system organizations may consider providing more regular and forward-looking reporting to executive boards and governing bodies on simplification and harmonization in the United Nations system, with a view to soliciting broad forward-looking guidance from those bodies.

101. United Nations system organizations should make forward resources planning for the simplification and harmonization of business practices in order to avoid delay of implementation as a result of funding constraints.

102. United Nations system organizations under the United Nations Development Group should develop a plan for the promotion of simplification and harmonization of business practices at the country level. United Nations country teams should prepare country-level workplans with results and timelines for their achievement. Resources should be made available, where needed, for United Nations country teams to implement a comprehensive plan for the harmonization of business practices and development of common services at the country level.

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Operational activities of the United Nations for international development cooperation

Functioning of the resident coordinator system, including costs and benefits

Report of the Secretary-General**

Summary

The present report is submitted in response to General Assembly resolution 62/208 on the United Nations system triennial comprehensive policy review of operational activities for development.

The report builds on two previous reports on the functioning of the resident coordinator system (E/2008/60 and E/2009/76). It highlights progress towards improvement in system-wide coherence, effectiveness and efficiency of operational activities for development at the country level through the resident coordinator system, and also some challenges. As requested by the Economic and Social Council in its resolution 2009/1, it includes information on the operational modalities and implementation of the management and accountability system of the United Nations development and resident coordinator system, including that system's functional firewall. It provides an update on the funding of the resident coordinator system. It concludes with some recommendations for the consideration of the Council.

* E/2010/100.

** The delay in the submission of the report was due to late inputs received from some organizations.

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I. Introduction

1. The present report is the third annual report to the Economic and Social Council on the functioning of the resident coordinator system, including its costs and benefits. It is submitted pursuant to General Assembly resolution 62/208 on the triennial comprehensive policy review of operational activities for development, building on the first two reports (E/2008/60 and E/2009/76) on the topic.[1]

2. The report takes into account the request of the Council in its resolution 2009/1 to include information on the operational modalities and the implementation of the management and accountability system of the United Nations development and resident coordinator system, including its functional firewall.[2]

3. In the context of national ownership and leadership, the resident coordinator system is the main mechanism to coordinate the operational activities for development of the United Nations system, as well as emergency, recovery and transition in programme countries. Coordination and management of the system involves system-wide oversight and support mechanisms at the headquarters and regional levels.

4. The expected results of a well-functioning resident coordinator system are: (a) increased effectiveness, through a coherent approach to development by a well-coordinated United Nations response aligned with national priorities; (b) increased efficiency, through harmonization and simplification of programming processes and instruments; and (c) enhanced accountability, both to national authorities and to the United Nations development system. Changes in the functioning of the resident coordinator system are aimed at improvements in these areas. These are reflected in the main sections of the present report.

II. Management of the United Nations development and resident coordinator system

5. Two overarching principles underline the functioning of the resident coordinator system. The first relates to national ownership and leadership of the national development process. Operational activities of the United Nations system are carried out at the request and in accordance with the policies and priorities of Governments, who have the primary responsibility for the coordination of all external assistance, including that received from the United Nations system. The resident coordinator system assists national Governments in achieving their national development plans and strategies and in carrying out their responsibility for the follow-up to major United Nations international conferences and summits by

[1] The report is also guided by Economic and Social Council resolutions 2008/2 and 2009/1.

[2] The Economic and Social Council requested inclusion of this information in the annual reports of the Secretary-General and that the Secretary-General report on an independent comprehensive assessment of the system to the Council at its substantive session in 2012. In paragraph 20 of resolution 2009/1, the Council also requested information on the challenges and achievements with regard to its request to the United Nations Development Group, in close cooperation with the United Nations Development Programme, to further develop approaches and tools for measuring and reporting on the costs and benefits of coordination, including input on best practices and lessons learned from the field on the functioning of the resident coordinator system.

facilitating coherent, coordinated and efficient United Nations system support at the field level. The resident coordinator has a central role in coordinating this effort. The second principle is that the resident coordinator system is owned by the United Nations development system as a whole and its functioning should be participatory, collegial and accountable.

6. This second principle has been consistently underscored in successive triennial comprehensive policy reviews. Following the 2004 review, the General Assembly, in its resolution 59/250, requested the Secretary-General to develop a comprehensive accountability framework for resident coordinators to exercise oversight of the design and implementation of the United Nations Development Assistance Framework in a fully participatory manner, in support and under the leadership of national Governments.

7. The outcome of the 2005 Millennium Summit reinforced the guidance contained in the 2004 triennial comprehensive policy review when the Secretary-General was invited by the General Assembly in its resolution 60/1 to launch work to further strengthen the management and coordination of United Nations operational activities so that they would be able to make an even more effective contribution to the achievement of the internationally agreed development goals, including the Millennium Development Goals.[3] In paragraphs 89, 104 and 105 of its resolution 62/208 on the 2007 policy review, the Assembly provided further guidance in that regard.

8. In his report to the General Assembly at its sixty-fourth session, the Secretary-General provided an update on progress in responding to the mandates described above, including the adoption by the United Nations Development Group in August 2008 of the management and accountability system for the United Nations development and resident coordinator system, including the "functional firewall" for the resident coordinator system. As requested by the Council, the present report provides further information on the operational modalities and the implementation of the management and accountability system.

A. Concept of the management and accountability system of the United Nations development and resident coordinator system, including the functional firewall for the resident coordinator system

9. As the third pillar of the United Nations System Chief Executives Board for Coordination (CEB), the United Nations Development Group has the main responsibility for promoting coherence and coordination of United Nations development operations at the country level and support to the resident coordinator

[3] In 2006, the Secretary-General subsequently commissioned a High-level Panel on System-wide Coherence in the areas of development, humanitarian assistance and the environment, which made recommendations on an institutional "firewall" in relation to the resident coordinator system (see the report of the Panel, contained in the report of the Secretary-General on the follow-up to the outcome of the Millennium Summit (A/61/583), paras. 6 and 16-18 of the Panel's report).

system. The resident coordinator system is central to the functioning of the United Nations Development Group.[4]

10. In line with the principles governing the resident coordinator system, the United Nations Development Group developed the management and accountability system[5] underpinned by the long-term vision that the resident coordinator is recognized and accredited to the Government; has an equal relationship with and responsibility to all member organizations of the United Nations country team, and supports the entire United Nations family and coordinates its partnership with the Government in meeting national development priorities. Key to this vision is that the resident coordinator is empowered by the clear recognition by each organization of the resident coordinator's role in strategically positioning the United Nations in a country, and that he or she is to be supported, as required, with access to the technical resources of the organizations, as agreed with their representatives, balancing available resources with tasks to be performed.

11. The governance of the resident coordinator system, managed by the United Nations Development Programme (UNDP) on behalf of the United Nations system, is described as belonging to all, through a governance system with broad participation and clear accountability and reporting lines, but managed by only one entity, with clear responsibility and clear accountability based on a common understanding of what is required. UNDP is recognized as the manager of the resident coordinator system, with guidance from all and held accountable to all through the Advisory Group of the United Nations Development Group. The main premise is that the functional firewall can work if there are strong mechanisms through which the system can provide direction and hold appointed actors accountable for clearly defined roles.[6]

12. The management and accountability system makes a distinction between management and accountability with two strands of authority and reporting relationships, that is: (a) a line management going from the UNDP Administrator to the UNDP Regional Director to the resident coordinator/resident representative of UNDP, balanced by (b) an accountability line going from the Chair of the United Nations Development Group (guided by the Advisory Group and supported by the United Nations Development Group Assistant Secretary-General[7] and its secretariat, the Development Operations Coordination Office) to the regional management and

[4] The oversight by the United Nations System Chief Executives Board for Coordination of the resident coordinator system through the Chair of the United Nations Development Group was re-established when the Group became part of the Chief Executives Board framework as its third pillar. Oversight of the resident coordinator system was previously vested in the Consultative Committee on Programme and Operational Questions of the Administrative Committee on Coordination, the predecessor of the Chief Executives Board. The function had been delinked in the reorganization of the Administrative Committee on Coordination in 2001.

[5] See "The management and accountability system of the United Nations development and resident coordinator system including the 'functional firewall' for the resident coordinator system" (United Nations Development Group document, 27 August 2008).

[6] The "functional firewall" is to separate clearly: (a) the roles of UNDP as development organization from its role as manager of the resident coordinator system; and (b) the role of the resident coordinator from his/her responsibilities as resident representative of UNDP.

[7] The post at the level of Assistant Secretary-General is proposed as a reclassification of the D-2 level post of Director of the Development Operations Coordination Office.

regional director teams[8] to the United Nations country team. To support the United Nations Development Group accountability line, in developing the management and accountability system, organizations suggested that a more senior official for the Group would serve as a dedicated guardian of the functional firewall who would ensure that the interests of the United Nations system were advanced at all levels of the resident coordinator system.

13. The management and accountability system thus provides the distinct internal arrangements that would clearly distinguish between the role of UNDP relating to that organization's programmatic and operational development work, and the function of UNDP as the manager of the resident coordinator system performed on behalf of, and in support of, the United Nations development system. The arrangements are summarized in the annex to the present report.

14. Underpinning the management and accountability system are broad participation and clear accountability, core principles of the triennial comprehensive policy review of operational activities for development. These are put into practice through the following:

(a) Accountability by the Chair of the United Nations Development Group to the United Nations development system through the CEB;

(b) Consultative decision-making by the Chair of the United Nations Development Group through the functioning of the full United Nations Development Group and its Advisory Group (see E/2009/76, para. 9);

(c) Participation and collective responsibility by members of the United Nations Development Group for (i) development and oversight of implementation of operational policies; and (ii) guidance on the United Nations system operational activities for development. These responsibilities are discharged through the United Nations Development Group's inter-agency working groups and mechanisms, including through the technical support, quality assurance and performance appraisal functions of the United Nations Development Group regional teams;

(d) The distinct roles of UNDP in the management of the resident coordinator system;

(e) Support by the Development Operations Coordination Office as the secretariat of the United Nations Development Group, monitored by the Advisory Group.[9]

The above arrangements are designed to ensure system-wide coherence, both strategically and operationally.

15. An additional component of the management and accountability system is the accountability for multi-donor trust funds and joint programmes. The management and accountability system supports the harmonization of management arrangements for multi-donor trust funds, irrespective of which organization acts as the administrative agent. These include establishment of country-level steering committees, and an Oversight Committee at headquarters, chaired by the Director of

[8] In 2009, the regional management and regional director teams were renamed as United Nations Development Group regions (e.g., United Nations Development Group Asia and the Pacific).

[9] The Development Operations Coordination Office falls administratively under UNDP.

the Development Operations Coordination Office to guide and monitor management of funds.

16. In addition, following the 2007 triennial comprehensive policy review the General Assembly recalled UNDP's mandate to appoint country directors in countries with large country teams or with complex coordination situations or situations of complex emergencies to run the Programme's core activities, including fund-raising, so as to ensure that resident coordinators are fully available for their own tasks (see A/62/73-E/2007/52 and Assembly resolution 62/208). Resident coordinators, when raising funds, should concentrate on raising funds for the whole of the United Nations at the country level.

B. Implementation of the management and accountability system

17. In January 2009, the United Nations Development Group approved an implementation plan for the management and accountability system. The plan further defines the specific actions and commitments of entities and members of the United Nations Development Group at all levels to fulfil the vision outlined in the management and accountability system, with expected outputs and timelines.

18. The plan outlines measures to support mutual accountability between resident coordinators and United Nations country teams and to promote empowerment of resident coordinators. One such measure is the inclusion in the performance appraisal of representatives of United Nations organizations of results based on their contribution to the work of the United Nations country team, and the input of the resident coordinator to the appraisal. The plan also envisions that the job descriptions of country team resident representatives would recognize the role of the resident coordinator and the functioning of the United Nations Development Group regional teams.

19. United Nations organizations are working together to implement the management and accountability system. In 2009, important progress was achieved by some organizations, while others are continuing to make or explore the necessary adjustments in their internal policies and processes. UNDP has finalized a revision of the defined roles and responsibilities of both UNDP resident representatives and country directors[10] to ensure a clear division of labour and accountability between the two. It has now been formally articulated that the resident representative is responsible for providing strategic leadership, guidance and oversight of the programme and operations of UNDP. The resident coordinator/resident representative is authorized to delegate to the country director responsibility for day-to-day implementation of the programmatic and operational activities of UNDP and the function of representing UNDP in the United Nations country team. Resource mobilization specifically for UNDP is carried out by the country director. Where there is no country director, the resident representative is expected, to the extent possible, to leave operational responsibilities to the UNDP deputy resident representative, who will also conduct resource mobilization that is specifically for UNDP.

[10] As of March 2010, UNDP had 50 country directors, in accordance with its commitments in the 2008-2012 strategic plan and the 2007 triennial comprehensive policy review.

20. In the context of mutual accountability for the delivery of results at the country level, the plan also calls for the revision of job descriptions of members of the country team who are resident in the country and the definition of a framework for non-resident members to explicitly recognize the role of the resident coordinator in strategically positioning the United Nations in each country. Organizations were requested to revise the job descriptions of their country representatives to reflect that the resident coordinator should be supported, as required, with access to the technical resources of organizations, as agreed with each organization. A number of entities, including the United Nations Children's Fund (UNICEF), the United Nations Population Fund (UNFPA), the Office of the United Nations High Commissioner for Refugees, the Department of Public Information of the Secretariat and the World Food Programme (WFP) have made progress in adjusting their performance appraisal systems to include input from the resident coordinator. Contributions to United Nations country team joint activities are being made part of the results-based management system and accountability framework of the Food and Agriculture Organization of the United Nations (FAO).

21. Meeting the requirements of the management and accountability system poses some organizational and management issues for some organizations whose organizational set-up is not aligned with the business model that underlies the design of the system. This is especially true in terms of the mutual accountability between the resident coordinator and members of the country team, including the role of the United Nations Development Group regional teams in this regard. In the case of the World Health Organization (WHO), the regional directors are elected by member States in the region (not appointed by senior management) and have a direct and primary obligation to report to those member States. At the country level, WHO country representatives essentially serve as a WHO secretariat assigned to the host member State (hence their proximity and reporting relationship to the health ministries). Another example is the United Nations Educational, Scientific and Cultural Organization, whose regional and subregional offices serve more as centres of specialization than for management oversight of country operations. Further, UNESCO's regional officers may not be of sufficiently high rank to be involved in the resident coordinator/United Nations country team performance appraisal by the United Nations Development Group regional teams.[11] These organizations are continuing to find ways of working with the management and accountability system.

22. The changes arising from the creation of the management and accountability system are providing an incentive for better teamwork in delivering results at the country level. At the request of the Chair of the United Nations Development Group, the Group's regional teams reported on progress in implementing the management and accountability system at the end of 2009. Several country teams reported creative ways of sharing resources and of joint resource mobilization.

23. The management of multi-donor trust funds is one of the areas where the management and accountability system has most clearly resulted in greater coherence, effectiveness and efficiency in the functioning of the United Nations development system. Multi-donor trust funds have served as a forum for policy dialogue as well as for programmatic and operational coordination and harmonization. The majority of these trust funds are administered by a separate Multi-Donor Trust Fund Office in

[11] Participation in the appraisal meetings of the United Nations Development Group regional teams requires a rank of D-2 or above.

UNDP, which has functioned as the central service centre for the provision of transparent and accountable fund management services for United Nations multi-donor trust funds. As a mechanism for management of pooled funding, including "One Funds"[12] for "Delivering as one", it is playing an important role in promoting mutual accountability in the United Nations development system as well as with partners, including donors. The services of the Office allow saving on operational costs, including through economies of scale.

24. The development and putting into operation of the management and accountability system is strengthening system-wide ownership of the resident coordinator system, making its functioning more participatory, collegial and accountable. The mutual accountability of the resident coordinator and the country team (in particular through the "One80 Competency Development Tool" allowing 180 degree feedback) is paving the way for better division of labour and accountability by heads of organizations for specific organization-led United Nations Development Assistance Framework outcomes and outputs. Resource mobilization for United Nations Development Assistance Frameworks that is conducted jointly, led by the resident coordinator and supported by pooled funding mechanisms is gaining support from donors.[13]

25. Challenges remain in the implementation of the management and accountability system. There are indications that there is a need to better communicate the management and accountability system at the country level to have a better understanding of its implications for changes in the roles and responsibilities of organizations. For example, clarity is needed on the differentiated role of the resident coordinator/resident representative in cases where UNDP country offices continue to be operationally led by the UNDP resident representative in the absence of a UNDP country director, and on accountability arrangements in countries where an organization representative serves as the resident coordinator in an ad interim capacity. At the regional level, there remains a question on whether United Nations Development Group regional teams have adequate capacities to deliver on their increased responsibilities under the management and accountability system, combined with the other functions of their individual member organizations. The differences in governance and management structures and in regional coverage of the various organizations also pose some constraints.

26. As the present report was being prepared, the United Nations Development Group was working to finalize its strategic priorities for 2010-2011 and to come up with a clear delineation of responsibilities among country teams led by resident coordinators, United Nations Development Group regional teams, the Development Operations Coordination Office and the United Nations Development Group and its Advisory Group, recognizing the need to establish links with the other CEB pillars and regional coordination mechanisms. The related roles and responsibilities to support the implementation of the strategic priorities are being defined partially based on the management and accountability system.

[12] "One Funds" are pooled funding mechanisms in support of "Delivering as one" programmes in pilot countries.

[13] In Albania, lead United Nations organizations were identified to coordinate sectoral work and ensure accountability for results. In Viet Nam, the One Fund has attracted 12 donor countries.

C. System-wide participation and support to the resident coordinator system

1. Enhanced participation of United Nations development organizations in the resident coordinator system

27. In its resolution 59/250, the General Assembly invited organizations of the United Nations development system to consider ways to strengthen their country-level capacities, including through complementary measures at their headquarters. In its resolution 62/208 (para. 101), the Assembly emphasized access by programme countries to the full range and benefit of the mandates and resources of the United Nations development system, including in the case of non-resident organizations, through hosting arrangements with resident organizations, as appropriate.

28. United Nations organizations continue to make efforts to increase their engagement in the resident coordinator system, including at the regional and country levels, with heightened efforts in "Delivering as one". The stocktaking reports on the "Delivering as one" pilot projects reflect that the additional increase in efforts to ensure coordination has involved a significant amount of staff time and resources, at least in the initial period. This has added pressure, especially among specialized and non-resident organizations, to raise more resources. It remains to be seen how far these increases are temporary and to what extent they might be reduced in the longer term.

29. Many specialized agencies have increased the number of their regional focal points to provide support in countries where they are non-resident. The number of agencies participating in the United Nations Development Group regional teams has increased to between 12 (in Europe and the Commonwealth of Independent States) and 19 (in West and Central Africa). A better understanding and agreement on the roles of the United Nations Development Group regional teams in supporting the resident coordinator system has been reached and reflected in the management and accountability system. A capacity assessment of the regional teams to determine capacity gaps in fulfilling those roles was completed in February 2010. The assessment focused on areas needing to be strengthened for the regional teams to play a more effective role in line with the management and accountability system. It does not provide an analysis of the relative workload of the team members with regard to their regional advisory and programmatic functions and participation in the regional coordination mechanisms. There is an emerging view that the regional teams should provide leadership to drive the implementation of the United Nations Development Group strategic priorities and the management and accountability system, focusing on supporting overall country programming coherence and effective coordination practice between resident coordinators and United Nations country teams. Discussions on the role of the United Nations Development Group regional teams are continuing.

30. Organizations have developed different modalities to increase the effectiveness and scope of their participation in programming and the resident coordinator system, including through further decentralization and delegation of authority to their field representation. The United Nations Industrial Development Organization (UNIDO), the International Atomic Energy Agency (IAEA), UNESCO, the United Nations Office on Drugs and Crime and the International Fund for Agricultural Development (IFAD) recently made efforts in this regard. For example, UNIDO, as at the end of

2009, had increased its field presence by 50 per cent, establishing UNIDO desks (18 to date) in addition to its regional and country offices. Other agencies such as the International Labour Organization (ILO) and FAO are strengthening their pool of regional experts. UNESCO has delegated more authority to its regional centres in order to support country-level processes. UNESCO and UNIDO are working with national focal points to participate in comprehensive country assessments and United Nations Development Assistance Framework processes. WHO is strengthening the capacity of its country teams to engage in United Nations reforms through a toolkit on alignment and harmonization.

31. More organizations are entering into bilateral cooperation agreements with UNDP to promote their mandates in cooperation with UNDP. In some cases, financial and hosting arrangements have also been concluded. In 2009, the United Nations Conference on Trade and Development (UNCTAD), IFAD, the United Nations Office for Project Services, the United Nations Institute for Training and Research and the United Nations Democracy Fund signed new bilateral agreements with UNDP.

32. UNDP has hosted UNIDO desks since the two organizations concluded a bilateral agreement in 2004. An external evaluation established that national partners generally appreciate advisory support on sustainable industrial development. The evaluation pointed out that an expanded country presence must be supported by commensurate technical, human and financial capacities from the organization's headquarters to respond effectively to increased demand for technical assistance.

33. In pursuit of system-wide coherence and joint programming opportunities, bilateral cooperation agreements may possibly be replaced by inter-agency cluster cooperation agreements. One example of the cluster approach is the CEB Cluster on Trade and Productive Capacity. It establishes informal arrangements through which organizations represent other members of the cluster in some countries and regions. It is proving useful in maximizing the limited capacities of the non-resident organizations and in projecting the "oneness" of the United Nations. Another example is the collaboration among the Rome-based agencies (FAO, IFAD and WFP) on food security and sustainable agriculture.

34. Some newer bilateral cooperation agreements with UNDP reflect the broader agreements within the United Nations Development Group, including on using United Nations Development Assistance Frameworks and joint programming as instruments of coherence and the role of UNDP as the manager of the resident coordinator system.

35. For some organizations, limitations in the delegation of decision-making authority, and more so in their ability to provide funds for country-level activities, constrain country-level capacities. Initiatives to address some of these constraints include ongoing organizational reviews by UNESCO and FAO to strengthen their decentralized capacities.

2. Support to the resident coordinator system

36. In its resolution 62/208, the General Assembly urged the United Nations development system to provide further financial, technical and organizational support for the resident coordinator system. Many organizations see their

contributions to the resident coordinator system mainly as in kind through staff participation, with generally very modest financial contributions.

37. At the regional level, United Nations Development Group regional teams have developed ways to mobilize support. For example, one team established its own funding mechanism with an annual budget to which each participating organization annually contributes some $34,500 (2008 figure); another team was supported by an expert in coherence, funded by UNICEF. At the country level, time served as resident coordinator ad interim is considered a particularly important contribution.

38. As work related to coordination and reform has been expanding, demands for enhanced capacities in the resident coordinator country office have also increased. Correspondingly, annual financial contributions from organizations have grown to $10,000 or more. Some organizations have taken major initiatives to step up their support. UNIDO, for example, has put in place funding to support UNIDO field offices in country programming processes and common costs related to the United Nations country team.

39. To support the implementation of the management and accountability system, UNICEF has developed a communications strategy to ensure that all staff are engaged in the related changes, including an interactive dialogue with all 134 UNICEF representatives, regional directors and directors of headquarters divisions.

40. UNICEF supports the resident coordinator system through funds and staff time, the majority at the representative level. In 2009, 20 UNICEF representatives served as resident coordinator ad interim (19 served in 2008), 7 of which served for four months or longer. Organizational support provided by UNICEF headquarters includes the assignment of specific focal points engaged in the functioning of the resident coordinator system, including four staff members and the part-time involvement of others, and logistical support. At the regional level, UNICEF contributed one D-1 and one P-5 respectively in two regions, and part-time officer support in other regions.

41. The monetized value of staff time and financial contributions to support the resident coordinator system have not been included in planning, budget or reporting documents of the organizations, although the organizations have affirmed their commitment to work with and support the resident coordinator system. Measuring contributions in staff time and associated logistical support and the predictability of such contributions can be a complex exercise. Adoption of results-based management and reporting by organizations, reflecting also contributions to joint United Nations country team initiatives, may generate such information in the future.

3. Support to resident coordinator offices in the context of complex situations

42. In 2009, the Secretary-General called for ensuring greater predictability in the ability of the United Nations system to deploy capacity for coordination, strategic planning, national capacity support and programming in critical recovery areas and establishing by February 2009 a standard package that would provide a minimum of two to three strategic planning/recovery advisers to resident coordinator offices.[14]

[14] Policy Committee decision 2008/25, "Delivering on recovery and peace dividends". This is also in line with paragraph 22 of Economic and Social Council resolution 2009/1.

43. The Development Operations Coordination Office and UNDP, following system-wide consultation, proposed an inter-agency mechanism to support the resident coordinator offices, taking into account residual humanitarian coordination needs that might require additional support during transition. The proposal called for a global annual fund of $23 million. This was endorsed by the United Nations Development Group in June 2009 and by the Policy Committee of the Secretary-General in December 2009. The mechanism, the inter-agency Deployment Steering Committee (co-chaired by the Development Operations Coordination Office and UNDP), has been established and has reviewed requests by resident coordinators in seven countries (Central African Republic, Côte d'Ivoire, Democratic Republic of the Congo, Guinea, Guinea-Bissau, Nepal and Pakistan). The Committee endorsed requests for 23 positions, which would require funding of $45 million a year and will be supported as funds are received. Priority will be given to countries with limited levels of existing support.

44. The functioning of the Deployment Steering Committee lends transparency to the system of support, avoiding duplication and ensuring appropriate and timely capacity response.

D. Resident coordinator system accountability: reporting to national authorities and governing and intergovernmental bodies

45. The triennial comprehensive policy review of operational activities for development also stresses accountability to Member States through intergovernmental and country-level reporting mechanisms. In response to Economic and Social Council resolution 2009/1, the United Nations Development Group issued in January 2010 guidance on a standard operational format for the purpose of reporting by resident coordinators and United Nations country teams to national authorities on progress made against results agreed in the United Nations Development Assistance Framework; the report is seen as a common mutual accountability tool for the United Nations system and the Government. The purposes and modalities of the report are agreed with the Government. It should serve as a strategic management tool as part of the Development Assistance Framework planning-programming cycle and will draw from existing reporting sources and build on the Framework annual review processes.

46. The United Nations Development Group through the Development Operations Coordination Office also produces each year a synthesis of resident coordinator annual reports. The synthesis provides an overview of United Nations country team achievements in coordination, coherence and harmonization efforts, as well as country-level capacity development. The synthesis now reflects more fully the triennial comprehensive policy review guidance, including examples of best practices from the field. It is making increased use of quantitative measurement of progress. The synthesis report could be issued as a conference room paper for the Economic and Social Council if it is produced in time for the Council's substantive session.

47. United Nations development organizations report to their governing bodies on support to the resident coordinator system as part of their overall reporting on the implementation of the triennial comprehensive policy review. The four funds and programmes reporting to the Economic and Social Council have now aligned the scope and structure of their reports in direct response to the policy review. In 2009,

UNICEF, for the first time, developed an action plan for the triennial comprehensive policy review providing a systematic overview of actions taken in response to General Assembly resolution 62/208.

48. FAO and UNIDO have also reported extensively to their governing bodies on their contribution to the resident coordinator system and to system-wide coherence within the framework of the triennial comprehensive policy review.

III. Coherence, effectiveness and efficiency through the functioning of the resident coordinator system

49. In its resolution 62/208, the General Assembly recognized the potential of United Nations Development Assistance Frameworks as the collective, coherent and integrated programming and monitoring framework for country-level operations of the United Nations development system. Ownership, leadership and full participation of national authorities and alignment with national development planning cycles are key to ensuring that the Frameworks respond to national development plans and strategies.

50. In addition, the ability of the United Nations development system to deliver on results depends on the adequacy, predictability and non-earmarking of funding; quality of expertise and management support provided by the United Nations system; and efficiency of business practices. An effectively functioning resident coordinator system may address challenges in these areas.

A. Improvement in quality of United Nations Development Assistance Frameworks[15]

51. The format of the United Nations Development Assistance Framework is continually under improvement to bring about increased coherence, effectiveness and efficiency in country programming. Revisions to the guidelines for developing common country assessments and United Nations Development Assistance Frameworks in 2004, 2007 and 2009 have reflected lessons learned from country experiences. In 2009, a new guidance package for Development Assistance Frameworks was developed, providing greater flexibility and options for United Nations country teams and a simplified process that enables them to better align the Framework with national planning and programming processes. This flexibility supports the approach that no one size fits all.

[15] In addition to information from the synthesis of annual reports of resident coordinators prepared by the United Nations Development Group in 2008, the Department of Economic and Social Affairs of the Secretariat undertook a review of a sample of United Nations Development Assistance Frameworks from 19 countries, comparing two successive cycles, as well as 15 midterm Development Assistance Framework review reports and 5 terminal evaluations. The 2008 stocktaking reports on "Delivering as one" also provide specific examples.

52. The introduction of the United Nations Development Assistance Framework action plan,[16] as an option in the new guidance package, will replace the country programme action plan documents of the funds and programmes to simplify the programming processes, reduce transactions costs and promote greater operational coherence.

53. The improvement of the United Nations Development Assistance Framework guidelines is helping to improve the newer generation of Frameworks. Links to the Millennium Development Goals in the context of national development plans characterize most Frameworks. There is also greater stress on the international social and rights agenda, with the application of a human rights-based approach intertwined with the goal of poverty reduction and focus on the poorest and most vulnerable. The use of the gender performance scorecard is helping to deepen mainstreaming of gender issues. The treatment of economic issues, especially in the context of the economic and financial crisis, however, needs strengthening.

54. The results-orientation of the United Nations Development Assistance Framework is improving with better definition of outcomes and outputs and more developed plans for monitoring and evaluation. Although there now tends to be fewer focus areas, this does not necessarily make the Frameworks more strategic. There are cases where attempts to cluster loosely related programmes and projects have resulted in fewer outcomes. Making the Frameworks more focused remains a challenge when faced with a wide range of country demands.

55. Improving the strategic positioning of United Nations contributions to national development priorities would require stronger analysis in identifying the specific comparative advantage of the United Nations compared with other development players. United Nations country teams that have worked to forge a consensus during the analytical phase on the best strategies to address development challenges were able to achieve a better alignment with the Government's priorities and contributions to the United Nations Development Assistance Framework.

56. Greater synergies are emerging from improvements in processes in the United Nations Development Assistance Framework that promote joint programming. Even in post-crisis countries, these Frameworks are increasingly being used to forge coherence in the transition phase. In Burundi and Liberia, for example, the Development Assistance Framework served as an integrated strategic framework for the broader United Nations presence. With the use of the Development Assistance Framework action plan, a clearer definition should emerge of how labour is divided among participating organizations and how the efforts of one organization complement those of the others, in addition to concrete strategies to achieve planned results.

57. To improve the quality of United Nations Development Assistance Frameworks, the United Nations Development Group is supporting the development of the capacities of United Nations country teams that are developing new

[16] The United Nations Development Assistance Framework action plan is a voluntary common operational plan for implementing the Framework. When developed, it replaces the country programme action plans and may also be a substitute for programme documents of United Nations system organizations that do not prepare programme action plans. It is signed by the organizations of the United Nations system and the Government (it may refer to other national partners) and outlines basic commitments made by all signatories.

Frameworks in the period 2009 to 2011. The common guidance on thematic and cross-cutting issues (provided recently, for example, on climate change and environmental sustainability) should also help country teams to take a coherent approach to these issues.

B. Effectiveness of programming for results

National ownership and leadership in country programming processes

58. The majority of United Nations Development Assistance Frameworks are now more aligned with national processes. Of United Nations country teams that had Development Assistance Frameworks in place in 2008, 75 reported that their Framework cycle was fully aligned with the country's national development cycle; some synchronizing their annual reviews with the Government's.

59. Preparatory processes for United Nations Development Assistance Frameworks are likewise becoming more inclusive of national stakeholders, including line ministries and civil society, with greater leadership by Governments, thus fostering national ownership. Governments are becoming more involved at all stages, leading steering committees to decide on priorities and overseeing processes and progress. Civil society engagement is improving, including through national civil society advisory committees and civil society focal points designated within United Nations country teams.

60. Based on the experiences of "Delivering as one" pilot countries and other countries voluntarily adopting this approach, the common budgetary framework supporting United Nations Development Assistance Frameworks has produced greater transparency among partners and contributed to strengthening Government leadership and oversight, through clear criteria for setting priorities and allocating non-earmarked resources.

61. There are indications, however, that during implementation stages of United Nations Development Assistance Frameworks, cohesion within United Nations country teams and Government ownership and leadership tend to weaken, including in the oversight and conduct of annual reviews and evaluations. As these exercises are time and resource intensive, country teams are encouraged to align their monitoring and evaluation processes with national processes where they exist. The new Development Assistance Framework guidance seeks to ease transaction costs by introducing flexibility in the review and results-reporting process, with a minimum of once-per-cycle reporting. This will help to simplify the approach and encourage continued national ownership and leadership and United Nations system cohesion during implementation.

62. National ownership, along with realistic expectations of national capacities, is a key factor in making United Nations Development Assistance Frameworks work. A thorough risk assessment as part of the analytical phase, including assessment of the capacities of key national partner institutions, especially in complex country situations, is important. Joint programming requires stronger national coordination capacities, so appropriate capacity development support must be provided in this area.

Joint programmes, pooled funding mechanisms and resource mobilization for United Nations Development Assistance Frameworks

63. Joint planning and programming and the resulting joint programmes that reflect a coherent multi-agency response to common issues underpin the added benefit of the United Nations Development Assistance Frameworks process. There are some 484 joint programmes in place. Ensuring coherence requires robust planning, implementation and management arrangements.

64. United Nations Development Assistance Frameworks are becoming more inclusive of the regular mandates and specialized capacities within the United Nations family. The Millennium Development Goal Achievement Fund and other pooled funding mechanisms (such as "One Funds") that support joint programmes are enabling more organizations of the United Nations system to engage more deeply and comprehensively in supporting national priorities. Some 22 United Nations organizations, a number of them non-resident, are involved in joint programmes supported by the Achievement Fund, with an average of six organizations collaborating in a joint programme. As at March 2009, 128 joint programmes in 49 countries, involving $618 million in approved budgets, have received support from the Fund. The participating organizations with the largest portfolios are UNDP (27.5 per cent), UNESCO (15.2 per cent) and FAO (10.0 per cent).

65. Increasingly United Nations country teams are developing joint resource mobilization strategies to support United Nations Development Assistance Framework joint programmes or "One programmes" inspired by the common budgetary framework and the "One Fund" concept made operational in the "Delivering as one" pilot countries. As at March 2010, One Funds in eight "Delivering as one" pilot countries had a total approved budget of $269.4 million, while One Funds in five countries voluntarily adopting "Delivering as one" had a total approved budget of $26.1 million. This funding mechanism is fostering harmonization of financial systems and practices.

66. Despite increasing interest in the mandates and services of some non-resident and specialized agencies (e.g., IAEA, the United Nations Office on Drugs and Crime and UNCTAD), the involvement of some of these organizations is still constrained by lack of core funding and of non-earmarked extrabudgetary resources. The need to indicate, at the outset, availability of financial contributions when formulating joint programmes or "One programmes" (and in the case of one country, when participating in the "One Fund"), poses particular difficulty for some organizations that rely on extrabudgetary resources for operational activities. The feasibility of a funding facility to support preparatory activities or provide seed funding for the contribution of non-resident and specialized agencies where there is clear demand for their regular and specialized expertise might be explored.

Learning from United Nations Development Assistance Framework reviews and terminal evaluations

67. Midterm reviews have served as a management tool enabling United Nations country teams and partners to reassess the relevance and appropriateness of United Nations Development Assistance Framework interventions. The new review mechanisms in the 2009 guidance package replace and expand on the former midterm reviews. Independent final Development Assistance Framework evaluations will continue to provide an external perspective on the United Nations contributions to

national development priorities. These evaluations, if well done, provide important contributions to the design of new Development Assistance Frameworks and confirm the comparative advantage of the United Nations in the country. The conduct of periodic Framework reviews must be ensured.

68. Past reviews and final evaluations show that difficulties are being encountered with lack of data on indicators for outcomes and results, pointing to the need for appropriate and measurable indicators, better monitoring and ensuring availability of data at an early stage. Capacity development results, including their sustainability, have not been well assessed owing to rather weak formulation of planned results and their measurement. Joint United Nations Development Assistance Framework evaluations with the Government should benefit from quality assurance supported by the regional director teams or the United Nations Evaluation Group.

IV. Costs, funding and resources in support of the resident coordinator system

A. Funding from or through the United Nations Development Programme

69. In its resolution 62/208, the General Assembly requested the United Nations Development Group and UNDP to cooperate in further developing approaches and tools for measuring and reporting on the costs and benefits of coordination. In 2008, the Development Operations Coordination Office initiated a database for systematic collection of information at the country level, which should also help to determine the nature of coordination activities and initiatives, the related costs incurred and improvements in the functioning of the country teams. The Office is currently assessing the information that has been generated, to develop a sound basis for measurement of relevant costs of coordination and the benefits it produces. Some indicative benefits, including savings from harmonization of business practices, will be reported separately to the Council at its substantive session.

70. Some direct costs are reflected in the financial support provided by UNDP to the resident coordinator system. Table 1 shows regular/core and non-core resources provided by UNDP for the period 2005 to 2009. The sources, nature and eligible uses of these funds were described in the reports presented to the Economic and Social Council in 2008 and 2009. The total direct cost of support to the resident coordinator system from or through UNDP represents 0.6 per cent of expenditures for programme delivery.

71. Financial support was provided to 130 resident coordinator offices in 2009, covering funding for: (a) one Professional coordination staff member for each resident coordinator office; (b) $20,000 per country to support United Nations Development Assistance Framework roll-out; (c) supplemental funding to resident coordinator offices with multi-country coverage at $10,000 per additional country covered; and (d) additional funding provided on the basis of the number of non-resident organizations. For countries with economies in transition, resident coordinator offices received a total of $10.5 million, of which half was used to provide strategic planners and coordination officers in 21 crisis and post-crisis or post-disaster countries. These additional capacities help, among other things, in planning and coordinating

United Nations country team recovery responses, links with peacekeeping and political missions, recovery needs assessments and capacity development.

72. UNDP continued to fund 14 national coordination analyst posts, including in seven "Delivering as one" pilot countries and seven other countries to support cooperation with non-resident agencies, and six regional coordination specialists to provide technical support to United Nations Development Group regional teams.

Table 1

Funding of the resident coordinator system by and through the United Nations Development Programme and the United Nations Development Group/ Development Operations Coordination Office, 2005-2009

(Thousands of United States dollars, current prices)

Funding of the resident coordinator system and allocation	*2005*	*2006*	*2007*	*2008*	*2009*
Funding from/through UNDP					
A. UNDP (regular funds)					
1. UNDP operational support to the resident coordinator system					
(a) Core cost of resident coordinator/resident representative and resident coordinator office[a]	52 132	53 579	61 431	66 766	71 164
(b) Support to NRAs[b]	—	—	—	556	559
(c) Support to Regional UNDG Teams[b]	—	—	—	687	825
(d) Support to "Delivering as one" pilots[b]	—	—	—	314	1 209
(e) Support to Development Operations Coordination Office/headquarters[c]	1 372	1 604	1 717	1 765	1 984
2. Support to resident coordinator funds (allocated and monitored through the Development Operations Coordination Office[d]	14 264	13 193	12 687	15 635	16 796
Total A	**67 768**	**68 376**	**75 835**	**85 723**	**92 537**
(Percentage increase over previous year)	**(17.0)**	**(0.89)**	**(11.0)**	**(13.0)**	**(8.0)**
B. UNDP/Development Operations Coordination Office (funds raised from donors through United Nations Country Coordination Fund)					
1. Support to Development Operations Coordination Office/headquarters, United Nations System Staff College[e]	6 961	7 191	9 445	10 181	11 264
2. Support to United Nations Development Group regional teams	—	—	200	517	255
Allocated to resident coordinator offices					
3. Support to United Nations country teams	—	2 063	3 498	9 217	10 630
4. Additional support to post-crisis United Nations country teams	2 119	3 531	3 325	4 440	4 894

Funding of the resident coordinator system and allocation	*2005*	*2006*	*2007*	*2008*	*2009*
5. Support to "Delivering as one" pilots and countries that have voluntarily adopted that approach	—	—	—	1 250	1 200
Total B	**9 080**	**12 785**	**16 268**	**25 605**	**28 243**
(Percentage increase over previous year)	**(39.0)**	**(40.8)**	**(27.2)**	**(57.4)**	**(10.3)**
Total resident coordinator system support from/through UNDP	**76 848**	**81 161**	**92 103**	**111 328**	**120 780**
	(6.7)	**(5.6)**	**(13.5)**	**(20.9)**	**(8.5)**
Percentage donor funding (B) to total resident coordinator system support	**11.8**	**15.7**	**17.7**	**23.0**	**23.4**

Source: UNDP, United Nations Development Group/Development Operations Coordination Office.

[a] This amount includes the aggregated cost of UNDP support to the coordination function at the country office level (including share of salary of the resident coordinator/resident representative and operational and administrative support costs) and represents a percentage of a UNDP country office cost, based on a workload survey. As at 2008, this was 28 per cent.

[b] Prior to 2008, support to non-resident organizations, regional director teams and "Delivering as one" pilots (where relevant) was aggregated and included in the core cost of the resident coordinator/resident representative and the resident coordinator's office. This item includes funding for 14 national coordination analysts and 6 regional coordination specialists assigned to United Nations Development Group regional teams.

[c] Total management allocations: cost of posts plus general operating expenditures.

[d] In accordance with UNDP/UNFPA Executive Board decision 95/23, UNDP has also allocated programme support to resident coordinators (support to resident coordinator funds) from its programming arrangements. This provides seed money to strengthen country-level coordination and allow resident coordinators to respond quickly to opportunities for system-wide collaboration in response to national priorities, including for recovery and transition.

[e] Prior to 2008, support to regional director teams (item B.2), support to United Nations country teams (item B.3) and support to "Delivering as one" pilots (item B.5), where relevant, was aggregated and included within the support to the Development Operations Coordination Office/headquarters (item B.1).

73. Contribution to the funding of the resident coordinator/resident representative and the resident coordinator's office from UNDP regular resources is the largest component of funding, accounting for 59 per cent of the total. Direct support to United Nations country teams accounts for about 29 per cent of the total.

74. Total funding from or through UNDP increased by 8.5 per cent in 2009, with the highest increase (12.3 per cent) going to direct support to offices of resident coordinators and United Nations country teams (including for "Delivering as one" and transition arrangements).

75. Contributions by donors to the Country Coordination Fund now account for about 23 per cent of total funding (compared with about 12 per cent in 2005). It increased modestly by 10.3 per cent in 2009, compared with the previous year's increase of 57.4 per cent.

76. On average, as shown in table 2, United Nations country teams received about $730,000 in direct funding support during 2009 (excluding additional support for "Delivering as one" and transition arrangements), an increase of 8.3 per cent from 2008. "Delivering as one" pilot countries and 5 countries that have voluntarily adopted "Delivering as one" received an average additional $185,300 in support in 2009.

Table 2

Average expenditure per country at the field level, from/through the United Nations Development Programme, 2005-2009

(Thousands of United States dollars, current prices)

UNDP funding modality (based on the 135 countries that received allocations)[a]	*2005*	*2006*	*2007*	*2008*	*2009*
UNDP core cost of resident coordinator/resident representative function and resident coordinator office	383	394	452	491	527
Support to resident coordinator funds and Country Coordination Fund — allocated to resident coordinator offices[b]		112	119	183	203
Total	**383**	**506**	**571**	**674**	**730**

Source: Calculated from table 1; UNDP and United Nations Development Group Development Operations Coordination Office.

[a] Excluding the additional Country Coordination Fund allocation to countries for "Delivering as one" and post-crisis support.

[b] Differentiated country-level figures not available for 2005.

B. Funding contributions by other United Nations organizations and other sources

77. Most organizations consider their organizational participation and staff support to be their main contributions to the resident coordinator system. A number of organizations report that staff time dedicated to supporting the resident coordinator system is increasing. Quantifying these is not easy. Moreover, there are no agreed definitions and measurements of resident coordinator system coordination and support costs. Reporting by United Nations organizations on support to the resident coordinator system remains uneven and unsystematic, often with little quantitative information.

78. United Nations country team members may cost share agreed country-level coordination workplans, but these are not predictable. Organizations may second staff to joint programmes or fund short-term advisers for United Nations Development Assistance Framework purposes or for shared specialist positions supporting the United Nations country team. UNICEF is one of very few organizations that have generated information on financial contributions. More than half of its country offices reported contributing a total of $2.6 million to the resident coordinator's office support units, or an average of $41,000 each, including for funding of staff and for Development Assistance Framework activities such as monitoring and evaluation and common communications. UNIDO reported a financial contribution of $21,000 for joint services covering five countries in 2009. Other United Nations country team members have made financial contributions, but these need to be accounted for more systematically.

79. In the past two years, organizations based in Geneva and Rome have been contributing, on an exceptional basis, to the resident coordinator induction courses ($6,000 in 2009 and $5,367 in 2010) to cover the incremental costs of briefing the resident coordinators organized by these organizations. The arrangement could be

reviewed, to see whether these briefings could be covered by existing funding for the induction programme. Organizations also consider the fee paid for participation of their candidates in the resident coordinator assessment centre a contribution to the resident coordinator system ($13,638 per person).

80. Other sources of support to the offices of resident coordinators may come from donor-funded Junior Professional Officers, United Nations Volunteers and United Nations Fellows. A total of 20 new international posts in country offices were funded with donor contributions in 2008.

V. Conclusions and recommendations

81. In 2009, the United Nations development system further advanced system-wide coherence and more fully put into operation the core principles of the resident coordinator system. Highlights of achievements are the implementation of a management and accountability framework for the United Nations development and resident coordinator system, including the functional firewall in relation to the resident coordinator system; improvement in coherence in country programming and strengthened national ownership and leadership through enhancements in the United Nations Development Assistance Framework mechanisms and related programming instruments; and mobilization of increased non-earmarked pooled funds supporting the "One Fund" at the country level, as well as through the expanded "Delivering as one" funding window, in addition to the Millennium Development Goal Achievement Fund. Commitment by United Nations organizations to support the resident coordinator system is manifest in the concrete steps that have been taken by a number of specialized and non-resident organizations to work more effectively with the resident coordinator system at the regional and country levels, including setting aside dedicated funding, reviewing organizational structures and capacities, and developing modalities for decentralizing their capacities.

82. The Council may wish to:

(a) Encourage United Nations organizations, especially those with a limited field presence, to assess their current capacities to meet emerging country-level demands in line with their mandates, as well as demands emanating from the management and accountability system, and determine measures required to strengthen their capacities to adequately meet priority needs;

(b) Encourage the governing bodies of the United Nations organizations to consider further ways of increasing support for strengthening the capacities of the respective organizations, especially those with a limited field presence. This would aim to enable greater readiness and more effective support for joint programming processes in response to emerging priority needs of programme countries, including for increased policy, strategic and normative services;

(c) Encourage the United Nations Development Group, with support from member organizations, to explore the possibility of setting up a revolving and reimbursable funding facility that would provide seed funding to enable timely support and contribution of non-resident organizations for joint programming initiatives while those organizations work to mobilize resources to support their full commitment;

(d) Invite the United Nations Development Group and United Nations organizations to ensure that United Nations country teams have full information on and understanding of the management and accountability system. The Council should be updated on the implementation of the management and accountability system at its substantive session in 2011 in line with paragraph 27 of Council resolution 2009/1;

(e) Encourage United Nations organizations that are non-resident in programme countries, through the High-level Committee on Management and the United Nations Development Group, to exchange experiences learned in decentralization and country hosting, and encourage these organizations to explore cluster approaches in country cooperation arrangements to maximize field presence and share operational costs;

(f) Encourage the United Nations Development Group, through United Nations country teams, to support programme countries, upon their request, to strengthen national capacities for oversight, coordination and management, including monitoring and evaluation, of United Nations Development Assistance Framework implementation;

(g) Invite the United Nations Development Group to make available its synthesis of resident coordinator annual reports, to be distributed as a conference room paper for the operational activities segment of the Council;

(h) Invite the United Nations Development Group/Development Operations Coordination Office, in coordination with the Department of Economic and Social Affairs, to explore ways of improving the timeliness and availability of information from resident coordinators and United Nations country teams for purposes of reporting to the Council on the resident coordinator system;

(i) Request the United Nations Development Group to propose ways to respond to the Council's request in resolution 2009/1 to develop approaches and tools for measuring and reporting on the costs and benefits of coordination, including examples of country level application, and the Secretary-General to report on progress in this regard to the substantive session of the Council in 2011 as part of the report on the implementation of the triennial comprehensive policy review of operational activities for development.

Annex

Resident coordinator system management framework: summary of arrangements

Functioning of the United Nations Development Group

The Administrator of the United Nations Development Programme (UNDP) is the permanent Chair of the United Nations Development Group and is responsible for the full tasking of the Group. In managing the functioning of the Group and the resident coordinator system, the Chair is supported by a Vice-Chair from a specialized agency and is advised by an Advisory Group of 13 organizations. At the technical level, the United Nations Development Group, through inter-agency working groups and task forces, develops operational guidelines and procedures for coherent programming, accountability systems and harmonized business processes. These mechanisms are chaired by different organizations by election. When the United Nations Development Group prepares new policies for operational activities of the United Nations development system, these are submitted to the United Nations System Chief Executives Board for Coordination (CEB).[a]

Assessment of potential resident coordinator candidates and selection of resident coordinators

The United Nations Development Group Working Group on Resident Coordinator Issues is the inter-agency mechanism that develops standards, tools, instruments and processes for the assessment and selection of resident coordinator candidates. It has a rotational Chair. UNDP provides managerial, advisory and logistical services, including, but not limited to: monitoring compliance with criteria for eligibility and balanced distribution; and management of procurement for the services of a resident coordinator candidate assessment centre. The Working Group reports to the United Nations Development Group.

Selection of resident coordinators

The Inter-Agency Advisory Panel, chaired by the Director of the Development Operations Coordination Office, is the inter-agency mechanism that reviews candidates for inclusion in a short-list submitted to the Chair of the United Nations Development Group for final recommendation and presentation to the Secretary-General. The Chair seeks the views of members of the Group and of CEB in the final selection process. UNDP manages the support mechanism, including vacancy management, the talent identification system, clearance by the Secretary-General and host Government agreement.

Management and monitoring of the resident coordinator system at the country level

The United Nations Development Group regional teams have become the locus of support to and oversight of resident coordinators and United Nations country

[a] Decisions on issues related to the functioning of the United Nations development system at the country level would be made by the full United Nations Development Group, while the United Nations System Chief Executives Board for Coordination decides on policy issues (see CEB/2008/1, para. 21).

teams, with responsibility for providing coherent technical support and quality assurance of United Nations Development Assistance Frameworks and United Nations programmes; resident coordinator and United Nations country team performance management and dispute resolution; and troubleshooting in difficult country situations. The Director of the Development Operations Coordination Office oversees management support to the resident coordinator and United Nations country team performance appraisal system. At the regional level, the UNDP Regional Director chairs the United Nations Development Group regional team, which assesses resident coordinator and United Nations country team performance. The performance of the resident coordinator as UNDP resident representative is assessed separately through the UNDP Career Review Group.

Management of the secretariat of the United Nations Development Group/ Development Operations Coordination Office

The Development Operations Coordination Office serves as: (a) the technical and administrative secretariat to the United Nations Development Group at all management levels, and its Director serves as the Secretary to the full United Nations Development Group and Advisory Group; (b) support to the management of the resident coordinator system, including funding support from extrabudgetary resources; (c) a technical resource and support mechanism for resident coordinators and United Nations country teams; and (d) the interface mechanism for coordination of the work of the United Nations Development Group at all levels and with other inter-agency mechanisms of the United Nations system. The work of the Development Operations Coordination Office, conducted in an impartial, open and transparent manner, reflects the views of all United Nations Development Group members. The Office is administered and largely funded by and through UNDP, with senior staff seconded by the funds and programmes and, in a few cases, by other United Nations Development Group member organizations. It has a mandate to mobilize human and financial resources.

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Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples by the specialized agencies and the international institutions associated with the United Nations

Report of the President of the Council on consultations with the Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples

Information submitted by the specialized agencies and other organizations of the United Nations system on their activities with regard to the implementation of the Declaration

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I. Introduction

1. In its resolution 2009/33 of 31 July 2009, the Economic and Social Council requested the President of the Council to continue to maintain close contact with the Chairman of the Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples on the matters considered in that resolution and to report thereon to the Council.

2. In paragraph 7 of its resolution 64/99 of 10 December 2009, the General Assembly requested that the specialized agencies and other organizations of the United Nations system and international and regional organizations examine and review conditions in each Non-Self-Governing Territory so as to take appropriate measures to accelerate progress in the economic and social sectors of the Territories. In the same resolution, the Assembly commended the Economic and Social Council for its debate and resolution on the question, and requested it to continue to consider, in consultation with the Special Committee, appropriate measures for the coordination of the policies and activities of the specialized agencies and other organizations of the United Nations system in implementing the relevant resolutions of the Assembly.

3. The following 16 Territories are under the purview of the Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples: American Samoa, Anguilla, Bermuda, British Virgin Islands, Cayman Islands, Falkland Islands (Malvinas), Gibraltar, Guam, Montserrat, New Caledonia, Pitcairn, Saint Helena, Tokelau, Turks and Caicos Islands, United States Virgin Islands and Western Sahara. Information submitted in response to a request to the specialized agencies and the international organizations associated with the United Nations to provide an account of their activities in relation to Non-Self-Governing Territories is set out below.

II. Support to Non-Self-Governing Territories by the specialized agencies and international organizations associated with the United Nations

4. According to the information received, during the period under review, several specialized agencies and other organizations of the United Nations system have continued to provide support to the peoples of Non-Self-Governing Territories pursuant to the relevant resolutions and decisions of the General Assembly, the Economic and Social Council and the Special Committee.

5. A number of assistance projects have continued to receive funding from the United Nations Development Programme (UNDP), an important provider of support, and are carried out in close collaboration with other agencies and organizations.

A. Food and Agriculture Organization of the United Nations

6. The Food and Agriculture Organization of the United Nations (FAO) indicated that, during the period under review, it supported fisheries divisions and

departments of Pacific Islands Countries and Territories in their endeavours to implement an ecosystem approach to fisheries management. As part of this ongoing support, a regional workshop on ecosystem approaches to management of coastal fisheries in Pacific Island countries was held in Nadi, Fiji, from 17 to 21 November 2008, in collaboration with the secretariat of the Pacific Community. A subregional workshop on ecosystem approaches to management of coastal fisheries in Micronesia, organized by FAO and the secretariat of the Pacific Community, was held in Guam from 30 March to 3 April 2009.

7. In connection with these events, FAO and the secretariat of the Pacific Community developed guidelines for a community-based ecosystem approach to fisheries management, in cooperation with the Nature Conservancy. The guidelines are expected to be used widely in the Pacific region, including American Samoa, Guam and New Caledonia. FAO provided technical publications on fisheries and aquaculture to American Samoa, Guam and New Caledonia, upon their request.

8. FAO work on sustainable crop production, intensification and diversification is also relevant to the challenges faced by Non-Self-Governing Territories. In particular, policy support with ecosystem-based approaches that include adaptation, mitigation and prevention strategies for surviving climate change in the Territories is considered useful in this regard. Finally, FAO carried out food-composition-related activities with the secretariat of the Pacific Community in New Caledonia under the International Network of Food Data Systems project.

B. International Monetary Fund

9. According to information provided by the International Monetary Fund (IMF), Non-Self-Governing Territories, which are not members in full standing, do not benefit from the annual consultations on economic policies under the IMF Articles of Agreement (Article IV consultations), which are the main vehicle for the ongoing relationship of IMF with its member countries. However, two Territories, Anguilla and Montserrat, as members of the Eastern Caribbean Currency Union and the Caribbean Regional Technical Assistance Centre, are part of the discussion on common policies among member countries in the context of the annual regional surveillance exercise with the Eastern Caribbean Currency Union. Based on information provided to IMF by the Currency Union and analysed in the context of this exercise, IMF compiles economic and financial information on these two Territories and publishes the data in the country pages of *International Financial Statistics*. The IMF staff mission conducting discussions on the common policies of member countries of the Currency Union visited Anguilla and Montserrat for the first time in March 2009, and held discussions with the respective relevant authorities on the economic situation and prospects. Within the framework of its relationship with the Currency Union and the Caribbean Regional Technical Assistance Centre, the Fund has provided substantial technical assistance to Anguilla and Montserrat in the areas of public finance management and economic and financial statistics.

10. Further, several Non-Self-Governing Territories have offshore financial sectors that represent a substantial share of their economic activity. These Territories have been directly affected by increasing international attention to anti-money-laundering activities and combating the financing of terrorism. In this context, most have

benefited from IMF assessments of financial sector supervision and regulation, which are presented in a summary report on the implementation of the indicated financial sector regulatory standards. These assessments, developed to help jurisdictions identify and remedy weaknesses in financial sector supervision and regulation, have been prepared for Anguilla, Bermuda, the British Virgin Islands, the Cayman Islands, Gibraltar and the Turks and Caicos Islands.

C. United Nations Children's Fund

11. Information on the work carried out by the United Nations Children's Fund (UNICEF) in the Pacific region indicated that UNICEF supports the Non-Self-Governing Territories of American Samoa, Guam, New Caledonia, Pitcairn and Tokelau through a 2008-2012 programme that aims to assist Governments to progressively realize the rights of children. During the period under review, UNICEF supported these Territories in five main areas, namely, immunization strengthening; HIV/AIDS; response to the global economic crisis; food and nutrition security; and pandemic preparedness. UNICEF works closely with a wide range of partners, including donors, Pacific organizations and a network of non-governmental organizations to ensure that rights-based, evidence-informed development programming and monitoring is carried out in all Pacific countries and in the Territories.

12. UNICEF is the secretariat of the Pacific Immunization Programme Strengthening partnerships, which bring together key Pacific island partners, including the aforementioned Territories, to review immunization coverage and progress towards such goals as continued vigilance to maintain zero polio cases, the elimination of measles and control of hepatitis B. To these ends, during the reporting period, UNICEF worked closely with the World Health Organization (WHO), the United States Centers for Disease Control and Prevention, the Japan International Cooperation Agency, the Australian Agency for International Development, the New Zealand Agency for International Development and the secretariat of the Pacific Community. In addition, UNICEF worked with the Joint United Nations Programme on HIV/AIDS and other Pacific subregional partners to support a framework that facilitates adequate prevention and care in the context of low-prevalence HIV/AIDS environments.

13. In February 2010, UNICEF and other partners supported the Pacific Conference on the Human Face of the Global Economic Crisis, at which the implications of the crisis for children, women and vulnerable individuals were reviewed, and the Pacific Food Summit, at which issues related to production, trade, safety and access to quality food and nutrition for all Pacific communities were discussed. During the reporting period, UNICEF, WHO and the secretariat of the Pacific Community continued to work together closely to strengthen communication for the prevention of, and response to, pandemic influenza.

14. Turning to the Caribbean, the information provided indicated that, with regard to the British Virgin Islands, Montserrat and the Turks and Caicos Islands, each UNICEF territorial programme contains four elements that are integrated into a unified approach to social policy based on professional innovation and results generation. The four elements are social policy, advocacy and partnerships for children; child protection; HIV prevention and life skills; and early childhood

development. In addition, UNICEF explores media connections and interventions to advance understanding and knowledge of the issues concerned and of its work.

15. In the British Virgin Islands, UNICEF interventions since 2008 have included training for journalists on social policy; developing a national child-abuse prevention, reporting and management protocol; and developing a health and family life education policy.

16. In Montserrat, since 2008, UNICEF has held training programmes for journalists on social policy; worked on the DevInfo initiative (a database system for monitoring progress towards the Millennium Development Goals, developed in cooperation with the United Nations system); undertaken the mapping of perceptions of, attitudes to, words and opinions on child sexual abuse; and developed a health and family life education policy. UNICEF provided technical assistance to undertake a quality assessment of early childhood development learning and care environments. The findings of this survey were then incorporated into efforts to develop the territorial Government's early childhood development policy, standards and regulatory frameworks, which in turn will be used to guide and monitor progress in the early childhood development sector.

17. In the Turks and Caicos Islands, UNICEF has similarly trained journalists on social policy; supported the aforementioned DevInfo initiative; undertaken the mapping of, attitudes to, and opinions on child sexual abuse; engaged in discussions for the development of health and family life education; undertaken assessments of the early childhood development sector; trained practitioners in that sector; conducted parent education; and provided public educational materials. During the reporting period, UNICEF continued the work it had begun in the Turks and Caicos Islands following the devastation caused by Hurricane Ike in September 2008.

D. United Nations Conference on Trade and Development

18. A reply from the United Nations Conference on Trade and Development (UNCTAD) was received indicating that 14 of the 16 remaining Non-Self-Governing Territories, according to the General Assembly, are small island developing Territories facing essentially the same structural disadvantages as small island developing States. Most of the Territories have a very small economic base concentrated in international trade in services, primarily international tourism and offshore services. UNCTAD pioneered international support for small island developing economies 35 years ago and, ever since, has been helping small island developing States to reduce their economic handicaps and enhance their specialization. Occasionally, UNCTAD also pays some attention to the dependent small island Territories to help them alleviate their economic vulnerabilities. UNCTAD urged the few Non-Self-Governing Territories that offer offshore financial services to become or to remain fully cooperative tax havens, as defined by the Organization for Economic Cooperation and Development.

E. United Nations Development Programme

19. With regard to the Pacific, information received from the United Nations Development Programme (UNDP) multi-country office based in Apia provides details of its ongoing support to Tokelau in conjunction with the following United

Nations agencies and offices: United Nations Educational, Scientific and Cultural Organization (UNESCO), United Nations Population Fund (UNFPA), United Nations Development Fund for Women (UNIFEM), International Strategy for Disaster Reduction, Office for the Coordination of Humanitarian Affairs and WHO, which officially cover Tokelau through its associate membership. Five entities (UNDP, WHO, UNICEF, UNFPA and UNESCO) have developed specific multi-year programme activities for Tokelau. Three entities (UNIFEM, the International Strategy for Disaster Reduction and the Office for the Coordination of Humanitarian Affairs) provide support through their Pacific regional programmes, which are focused mainly on capacity-building, training and workshops. From 2008 to 2012, total United Nations assistance to Tokelau is estimated at $1.3 million.

20. As previously reported, the United Nations/Council of Regional Organizations in the Pacific Integrated Strategic Plan for Tokelau 2008-2010 was developed by the Government of Tokelau, United Nations agencies and five Council agencies in response to the request for harmonized donor assistance. The Integrated Strategic Plan, along with the United Nations Development Assistance Framework for the Pacific subregion for 2008-2012, provides the overarching guidance for the Country Programme Action Plan for 2008-2012 signed by Tokelau and United Nations agencies. The overall support provided by the Council of Regional Organizations in the Pacific and United Nations agencies under the Integrated Strategic Plan is threefold: (a) technical assistance (policy development and technical service interventions); (b) capacity-building, including education and training; and (c) small grants for grass-roots development in the environment, economic and social areas. Moreover, the Integrated Strategic Plan for Tokelau provided the basis for the first-ever Tokelau National Strategic Plan 2010-2015, the preparation of which was supported by New Zealand. The National Strategic Plan was approved in 2009.

21. With regard to the Caribbean, information received from UNDP indicates that, during the reporting period, poverty and social impact analyses were conducted on the consequences of the global economic crisis in seven Eastern Caribbean islands, including Montserrat.

22. In the British Virgin Islands, in cooperation with the secretariat of the Organisation of Eastern Caribbean States (OECS), UNDP has helped to build community resilience through a programme designed to reduce disaster risk from landslides. To that end, UNDP has used local expertise, enhanced skills and generated employment among community members to construct drainage paths, retaining walls and other infrastructure to reduce flooding and landslides in particularly vulnerable communities.

23. Further, UNDP continued to support the Eastern Caribbean Donor Group for Disaster Management, with a view to drawing up enhanced and refined operation plans and standard operating procedures regarding preparations for, and responses to, a possible disaster in the Eastern Caribbean, and to promoting a standardized approach to disaster assessment.

F. United Nations Educational, Scientific and Cultural Organization

24. The United Nations Educational, Scientific and Cultural Organization (UNESCO) has indicated in its reply that three Non-Self-Governing Territories have the status of associate members, namely, the British Virgin Islands (1983), the

Cayman Islands (1999) and Tokelau (2001). A consultative process has started with Bermuda, which has expressed an interest in associate membership. UNESCO employs every opportunity to engage with Non-Self-Governing Territories at the regional, subregional and national levels in information-sharing, capacity-building and other joint ventures. A number of World Heritage sites are located in Non-Self-Governing Territories, such as the Historic Town of St. George and Related Fortifications, Bermuda (United Kingdom of Great Britain and Northern Ireland); the Lagoons of New Caledonia: Reef Diversity and Associated Ecosystems (France); and Henderson Island (Pitcairn, United Kingdom).

25. In the Caribbean region, UNESCO provided support to a conference on higher education for the Eastern Caribbean countries, held in Saint Lucia from 22 to 24 March 2010 and organized by the Commonwealth of Learning and the OECS secretariat. The main objective of the conference was to assess policy and institutional challenges in terms of transition from colleges to higher education institutions in the Eastern Caribbean States. UNESCO sponsored participants from Anguilla, the British Virgin Islands and Montserrat.

26. Within the framework of the capacity-building project on education statistics, UNESCO organized national and regional training workshops on regional capacity-building in education statistics in the Caribbean between 2008 and 2010. A number of participants came from Non-Self-Governing Territories, including Anguilla, the British Virgin Islands, the Cayman Islands and Montserrat.

27. In the British Virgin Islands, UNESCO is implementing, in partnership with the British Virgin Islands National Commission for UNESCO, the Youth Poverty Alleviation through Tourism and Heritage (YouthPATH) project. The project, which is to be completed in 2010, provides training to 20 young people from Anegada, Tortola and Virgin Gorda in heritage site identification and documentation, tourism product development, cultural and natural heritage preservation and life skills training.

28. In Montserrat, UNESCO provided technical support to the Government with a view to developing a national policy for a comprehensive response to HIV/AIDS.

29. In Tokelau, UNESCO has provided support to the elaboration of education policy and planning, as well as the mapping of HIV/AIDS integration into the national curriculum. It has also provided support to the development of an English-language edition of a publication on traditional fisheries knowledge and methods in Tokelau, which is expected to be released late in 2010. Tokelau has demonstrated a strong motivation to safeguard its intangible cultural heritage. To this end, UNESCO has invited Tokelau to attend, as an observer, a national workshop on this issue, to be held from 4 to 6 May 2010 in Apia.

30. In the field of communication and information, the Government of Tokelau received support from UNESCO in developing a communication strategy to enhance outreach and dialogue with Tokelauans residing in the three atolls as well as overseas. The plan developed utilized a variety of media, including local FM radio stations, newsletters, e-mail and websites for information-sharing.

31. UNESCO has provided support to the upgrading of parliamentary websites in Tokelau. These improvements are aimed at supporting greater public awareness and access to information as a foundation for improving good governance.

G. World Health Organization

32. The World Health Organization (WHO) reported that, during 2009, it carried out collaborative activities in American Samoa, Guam, New Caledonia and Tokelau on various health-related issues. According to the information provided, WHO activities in American Samoa focused on fellowship support in the area of human resources for health capacity-building; childhood immunization; preventive work relating to HIV/AIDS and sexually transmitted infection; non-communicable diseases; and health promotion. In Guam, WHO activities focused on issues relating to human resources and health by means of fellowship programmes.

33. In New Caledonia, based on requests from the Government, WHO collaborative activities focused on technical assistance, for instance, in the area of the influenza A (H1N1) virus and the related coordination of the exchange of information in the Pacific. In this context, WHO informed the region about the first appearance of influenza A (H1N1) cases, and influenza-like illness trends.

34. Further, according to information submitted, participants from New Caledonia were invited to attend meetings and workshops organized by WHO on various topics, including non-communicable diseases and global youth tobacco and school personnel surveys. The Territory was provided with posters, a media release and background information on the theme "tobacco health warnings".

35. With regard to Tokelau, WHO activities were focused on the following technical cooperation and health areas: non-communicable diseases; specialized human resources development; health system strengthening; health promotion; health information; food safety; HIV/AIDS and sexually transmitted infection; tobacco control; and environmental health.

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Ad Hoc Inter-Agency Task Force on Tobacco Control

Report of the Secretary-General

Summary

The present report responds to Economic and Social Council decision 2008/232, requesting the Secretary-General to report to the Council at its substantive session of 2010 on progress made by the Ad Hoc Inter-Agency Task Force on Tobacco Control in the implementation of multisectoral collaboration on tobacco or health.

The report first reviews the history of the Task Force. Section II describes the burden of tobacco consumption as well as the progress made in the implementation of tobacco demand reduction measures between 2007 and 2008, using recent data from the World Health Organization (WHO) Report on the Global Tobacco Epidemic, 2009. The following section focuses on the implementation of the WHO Framework Convention on Tobacco Control. Section IV examines specific areas of concern related to tobacco control, in which inter-agency collaboration can be important. Those areas are: tobacco and gender, reproductive health and child survival, human rights, indigenous peoples, the tobacco industry and corporate social responsibility, and the environmental impact of cigarette butts. The section also provides an update on the implementation of General Assembly resolution 63/8, on smoke-free United Nations premises. Section V identifies potential areas for inter-agency collaboration, and the final section provides recommendations for further work.

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I. Origins of the Ad Hoc Inter-Agency Task Force on Tobacco Control and update on its activities

1. In its resolution 1993/79, the Economic and Social Council requested the Secretary-General to establish, under the auspices of the World Health Organization (WHO) and from within existing resources, a focal point among existing institutions of the United Nations system on the subject of multisectoral collaboration on the economic and social aspects of tobacco production and consumption, taking into particular account the serious health consequences of tobacco use. The United Nations Conference on Trade and Development (UNCTAD) was entrusted with that responsibility. Between 1993 and 1998, the focal point submitted three reports of the Secretary-General to the Council, at its substantive sessions of 1994, 1995 and 1997 (E/1994/83, E/1995/67 and Add.1, and E/1997/62).

2. In 1999, the Secretary-General agreed to the designation of an Ad Hoc Inter-Agency Task Force on Tobacco Control under the leadership of WHO, thereby replacing the focal point arrangement located at UNCTAD. That decision was taken in order to intensify a joint United Nations response and to strengthen global support for tobacco control. The establishment of the Task Force was endorsed by the Organizational Committee of the Administrative Committee on Coordination at part II of its first regular session of 1999, held in Geneva on 12 and 13 April 1999 (see ACC/1999/2, sect. VII).

3. In accordance with resolution 1999/56, adopted by the Council at its substantive session of July 1999 and endorsing the establishment of the Task Force under WHO leadership, the Secretary-General reported to the Council at its substantive session of 2000 on progress made by the Task Force in the implementation of multisectoral collaboration on tobacco or health (see E/2000/21). Four reports were subsequently presented, at the substantive sessions of 2002, 2004, 2006 and 2008. The present report responds to Council decision 2008/232 requesting the Secretary-General to report on the work of the Task Force to the Council at its substantive session of 2010.

4. Since 1999, the Task Force[1] has met seven times. The eighth session was held on 18 and 19 February 2010 at United Nations Headquarters in New York. The International Labour Organization (ILO), the Food and Agriculture Organization of the United Nations (FAO), the World Bank, the United Nations Population Fund (UNFPA), the United Nations Children's Fund (UNICEF), the United Nations Educational, Scientific and Cultural Organization (UNESCO), the United Nations Environment Programme (UNEP), WHO, the World Customs Organization, the secretariat of the Permanent Forum on Indigenous Issues, the Office of the United Nations High Commissioner for Human Rights, the Department of Economic and Social Affairs, the Department of Management and the secretariat of the WHO Framework Convention on Tobacco Control participated in the session. Representatives from the Permanent Missions of Brazil, Egypt, France, India and Uruguay participated as observers. Participants discussed a variety of tobacco-related issues regarding which various agencies could make important contributions. The session covered tobacco and human rights, indigenous populations, gender, women, reproductive health and child survival, the tobacco industry's activities and the environmental impact of cigarette butts, as well as the implementation of the

[1] The members of the Task Force are listed in the annex.

Convention and challenges to inter-agency collaboration at the country level. The representatives of the various agencies discussed how further collaboration could be carried out in relation to the areas of concern. Participants also defined the outline, the principal themes and the main recommendations of the present report.

II. Tobacco epidemic and tobacco control

5. Tobacco use continues to kill more than 5 million people throughout the world each year, and that number is expected to grow to more than 8 million by 2030. Almost 80 per cent of those deaths will occur in developing countries. By the end of the twenty-first century, tobacco may kill a billion people or more unless urgent action is taken. It is therefore very important to continue the work being done to strengthen tobacco control, particularly in low- and middle-income countries.

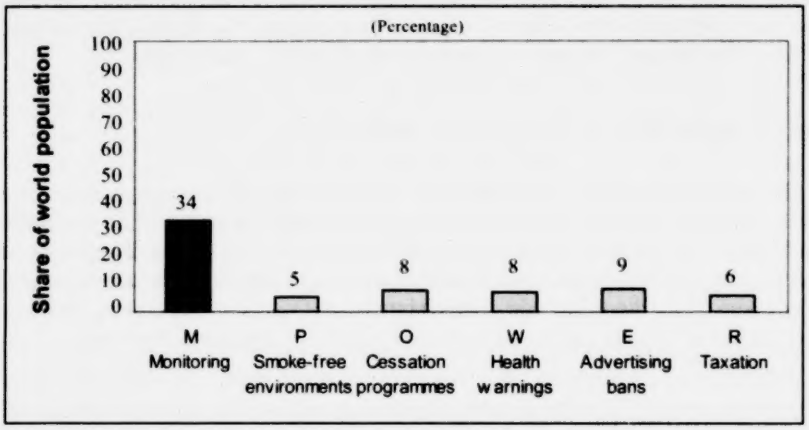
6. The WHO Report on the Global Tobacco Epidemic, 2009, provides an update on the implementation of tobacco control policies around the world during 2008. The report is structured to reflect the demand reduction measures[2] introduced by WHO to assist in the country-level implementation of effective measures aimed at reducing the demand for tobacco, as set out in the Convention. Results presented in the 2009 report show that an additional 154 million people, mostly in middle-income countries, have been covered by comprehensive smoke-free laws since 2008. However, very little progress has been seen with regard to advertising and marketing bans since 2008, with only one country (Panama) adopting a new advertising ban. Progress regarding tobacco taxation is also slow, with nearly 94 per cent of the world's population living in countries in which taxes represent less than 75 per cent of the price of a pack of cigarettes.

7. Although progress has been made in implementing the demand reduction measures set out in the Convention (which provides the overarching global policy framework for tobacco control) and introduced by WHO, with nearly 400 million people covered by at least one complete measure during 2008, data show that less than 10 per cent of the world's population is covered by any one of the measures, revealing the need to do more in terms of tobacco control implementation. The figure below shows the population coverage of each of the measures.

8. Similarly, as explained in the following section, the treaty implementation reports submitted by the parties to the Convention provide an update on the status of the implementation of the treaty.

[2] MPOWER, a package of six demand reduction measures introduced by WHO, stands for: *Monitor tobacco use and prevention policies*; *Protect people from tobacco smoke*; *Offer help to quit tobacco use*; *Warn about the dangers of tobacco*; *Enforce bans on tobacco advertising, promotion and sponsorship*; and *Raise taxes on tobacco*.

Share of the world population covered by effective demand reduction measures



Source: WHO Report on the Global Tobacco Epidemic, 2009.

III. WHO Framework Convention on Tobacco Control: update on implementation and key challenges

9. Only a few years after its adoption in 2003, there are 168 parties to the WHO Framework Convention on Tobacco Control, which makes it one of the most rapidly embraced treaties in United Nations history.

10. The Convention sets out a comprehensive multisectoral approach and measures aimed at providing effective responses to various dimensions of the tobacco epidemic. Inter alia, it provides for supply- and demand-side measures and scientific and technical cooperation, as well as international cooperation. It also requires parties to establish multisectoral coordinating mechanisms and to develop and implement comprehensive multisectoral national tobacco control plans, programmes and strategies. The multisectoral dimension of the Convention is increasingly being emphasized as more and more parties report the establishment of national coordinating mechanisms that include representatives of ministries of, inter alia, health, justice, foreign affairs, the interior, finance, youth and sports, and local government.

11. In keeping with the decisions of the Conference of the Parties to the Convention, the supreme organ of the treaty, implementation tools such as guidelines and a protocol are being developed to assist parties. Guidelines for the implementation of articles 5.3 (on the protection of public health policies with respect to tobacco control from commercial and other vested interests of the tobacco industry), 8 (on protection from exposure to tobacco smoke), 11 (on the packaging and labelling of tobacco products) and 13 (on tobacco advertising, promotion and sponsorship) were adopted by the Conference at its previous sessions. Work is under way to develop guidelines for articles 9 (on the regulation of contents of tobacco products), 10 (on the regulation of tobacco product disclosures), 12 (on education, communication, training and public awareness) and 14 (on demand reduction measures concerning tobacco dependence and cessation), within the framework of

the deliberations of intergovernmental working groups and with a view to adoption by the Conference at its fourth session, to be held in November 2010 in Uruguay. The intergovernmental working group on article 17, concerning economically sustainable alternatives to tobacco growing, and article 18, on protection of the environment and the health of persons is expected to submit a progress report to the Conference at its fourth session. In addition, the Conference has requested the WHO Tobacco Free Initiative to develop, by means of the Convention secretariat and on the basis of expert advice, a comprehensive technical report relating to price and tax policies (article 6), to be submitted at the fourth session.

12. Furthermore, a protocol aimed at the elimination of the illicit trade in tobacco products (article 15 of the Convention) is under negotiation. The fourth session of the intergovernmental negotiating body on such a protocol was held in Geneva from 14 to 21 March 2010.

13. The Convention requires parties to submit time-specific implementation reports. They are obliged to submit their first implementation report within two years of becoming a party and a second report within the following three years. On the basis of the reports submitted by parties, the Convention secretariat has published the 2009 Summary Report on global progress in the implementation of the Convention.

14. The report presents data showing that 85 per cent of parties have established a national tobacco control coordinating mechanism or focal point, that nearly 80 per cent have established educational programmes for the dissemination of information on the health risks of tobacco use and prohibited sales of tobacco products to minors, and that 70 per cent have introduced large, clear and visible health warnings on the packages of tobacco products. The analysis provided also shows that the implementation of other treaty provisions needs to be accelerated. These include provisions related to comprehensive bans on tobacco advertising, promotion and sponsorship; smoke-free policies in hospitality and entertainment venues; measures concerning tobacco dependence and cessation; the provision of support for economically viable alternatives to tobacco growing; and the use of litigation as a tool for tobacco control.

15. The Summary Report notes that more than three quarters of the reporting parties cited the following constraints and barriers to the effective implementation of the Convention: lack of adequate technical and financial resources; weakness or lack of national legislation and/or rules and regulations for implementation; insufficient public information; lack of public and media awareness; lack of capacities for tobacco control; interference on the part of the tobacco industry; and lack of effective taxation policies.

16. The conclusions set out in the Summary Report further highlight the following trends:

- Regional differences and differences between parties in the same regions, revealing the need to share experiences at the regional and subregional levels
- Underreported issues, including international collaboration, exchange of information and mutual assistance, highlighting the need for coordinated international, inter-agency and multisectoral responses

- A need for technical and financial resources to assist parties in implementation, including through joint needs assessment exercises
- A need for stronger support for several treaty measures, including the provision of support for economically viable alternatives to tobacco growing, a comprehensive ban on tobacco advertising, promotion and sponsorship, smoke-free policies at hospitality and entertainment venues, and demand reduction measures concerning tobacco dependence and cessation, in order to ensure full compliance.

17. Given the evidence presented in the Summary Report, which is based on reported information concerning the implementation of the Convention by the parties, it is imperative that a closer analysis of the potential of Task Force members be carried out with a view to exploring the potential for strengthened multisectoral response at the country and international levels, taking the following particularly into account:

- How members can provide a multilateral platform in developing a global response to the emerging tobacco epidemic
- How members can effectively supplement and contribute to efforts to implement the Convention at the global, regional and country levels.

18. The aforementioned exercise assumes greater significance in the light of the important development dimension of tobacco control. Evidence shows that tobacco use and poverty are linked and create a vicious circle. The opportunity cost of tobacco use can be significantly higher for poor households, especially given the associated out-of-pocket health expenditure. Thus, the importance of integrating the implementation of the Convention into the United Nations Development Assistance Framework can hardly be overemphasized.

19. Therefore, measures aimed at strengthening the implementation of the Convention under the Framework, at the country level and as part of a single United Nations strategy, may add further value to development assistance. Such an integrated and multisectoral approach would further demonstrate how, through the alignment of development priorities, national Governments may potentially attain the development assistance objective of the harmonization and alignment of inter-agency and country efforts, with national ownership of development priorities and related processes.

Action points

20. Strengthen inter-agency support, through relevant agencies, for the integration of the implementation of the Convention into the United Nations Development Assistance Framework, at the country level and as part of a single United Nations strategy. Convene a special meeting of the Ad Hoc Inter-Agency Task Force with a view to specifically deliberating on and exploring the possibility of further strengthening multisectoral and inter-agency response to the needs related to the global implementation of the Convention. The meeting may focus on specific articles of the Convention and the corresponding potential for contributions by members of the Task Force.

IV. Tobacco use: key areas of concern

1. Tobacco and gender

21. Women constitute some 20 per cent of the world's more than 1 billion smokers. While the smoking rate for women is lower than that for men, male rates have already peaked and female rates are on the rise. In 1987, lung cancer mortality among women in the United States of America surpassed breast cancer as the leading cause of cancer deaths. Each year, second-hand smoke kills some 600,000 persons throughout the world, 64 per cent of whom are women. Many women are exposed to second-hand smoke when their husbands smoke. Lung cancer mortality rates for non-smoking wives are highest among those whose husbands have smoked for 20 years or more. In addition, there are indications that female smoking rates will be increasing in future. This can be seen in the current prevalence rates for girls. In a number of countries and regions around the world, the prevalence of tobacco use and cigarette smoking is higher among girls than among women. For example, in 2005, cigarette smoking prevalence was more than three times higher among girls (5.2 per cent) than among women (1.5 per cent) in the African region. In the Western Pacific region, prevalence among girls (8.4 per cent) was almost twice as high as prevalence among women (4.95 per cent).

22. Women are a major target of opportunity for the tobacco industry, which needs to recruit new users to replace the nearly 50 per cent of current users who will die prematurely from tobacco-related diseases. Companies use advertising tactics such as purse packs containing super-slim cigarettes, packs designed to look like clutch-style purses, and coupons to target women of various cultures and young women. It is estimated that more than 1 billion people will die of tobacco-related illness during the twenty-first century. If no action is taken, tobacco use among young girls and women will continue to increase, with serious social and economic consequences. The new WHO report entitled "Women and health: today's evidence, tomorrow's agenda" points to evidence that tobacco advertising increasingly targets girls. As recognized in the WHO Framework Convention on Tobacco Control, gender-specific tobacco control strategies are needed, and women should participate fully at all levels of policymaking and implementation with respect to tobacco control measures. The theme of World No Tobacco Day 2010, "Gender and tobacco with an emphasis on marketing to women", will encourage policymakers to adopt laws banning the advertising, promotion and sponsorship of tobacco products. It will also encourage the general public to help in the fight against tobacco marketing and encourage men to avoid exposing women to second-hand smoke.

23. In 2009, WHO carried out a pilot study in Viet Nam aimed at taking a gender-based approach to reducing second-hand smoking in the Vietnamese society. The primary objectives of the project were to encourage and support women in raising their voices against second-hand smoking and to communicate with male smokers regarding its dangers. Activities included carrying out interventions at the community level and requesting support from local leaders. During the post-study evaluation, it was found that the project had been highly effective in raising awareness about the dangers of second-hand smoking and in modifying relevant behaviours on the part of both men and women. The pilot study was successful because it mobilized the community to change social norms related to smoking and

engaged men as well as women in changing their behaviours. WHO plans to scale up the pilot study in 2010 at more study sites.

24. Population-based policies such as taxation, advertising bans and pictorial warnings are very effective in preventing initial tobacco use among women. However, there is still a need to do something to help tobacco users quit. There is not enough data regarding the impact of cessation programmes on women and adolescent girls. In Canada, Scotland and the United States, efforts have been made to effect behavioural change, but it is still too early to see their impact. There is a very high rate of smoking relapse for mothers who have stopped breastfeeding. Studies now look beyond this phase. A good success story is the Hong Kong cessation programme, which targets maternal health settings. The programme also provides cessation services for fathers, employing a family-based approach. The example of the Vietnamese study is also good because it was based on community mobilization to counter tobacco marketing. However, it is clear that there is a need to invest more money in efforts to address the issue of gender, smoking and adolescent health.

Action points

25. The gender-specific aspect of tobacco use can be addressed through various approaches. However, as shown by the Viet Nam experience, the empowerment of women is very important in any action to address the problem of tobacco use among women. Women should be actively involved in the planning, design and implementation of tobacco information, education and communications programmes intended for them.

2. Tobacco use, reproductive health and child survival

26. Tobacco use can be directly linked to Millennium Development Goals 4 (Reduce child mortality) and 5 (Improve maternal health). Evidence has shown that smoking leads to a higher risk of infertility, a higher chance of complications during pregnancy and an increased risk of maternal death. Its impacts on child health include increased risk of stillbirth, neonatal death and sudden infant death syndrome; pre-term birth; higher proportion of low-birth-weight infants; and increased risk of lower respiratory infection and attention-deficit/hyperactivity disorder. Paternal risks should also be considered, including damage to sperm, which results in poor foetal outcomes. Moreover, exposure to tobacco smoke has negative consequences. Second-hand smoke is a combination of exhaled (mainstream) smoke and smoke emitted directly from tobacco products (sidestream). Sidestream smoke contains greater concentrations of many harmful ingredients than active smoke. Exposure to second-hand smoke is associated with low birth weight, increased risk of congenital anomalies, higher risk of stillbirth, and illnesses such as pneumonia, middle ear disease and asthma. There is evidence that both smoking and smokeless tobacco have an impact on reproductive health. The WHO guidelines for making pregnancy safer note the importance of avoiding the use of tobacco and alcohol during pregnancy. Action needs to be taken to promote non-tobacco-use counselling during pregnancy for tobacco-using mothers and couple counselling for both mothers and fathers.

27. Tobacco control measures are an effective means of reducing the burden of disease and premature mortality by reducing consumption and preventing initial use. Comprehensive tobacco control programmes such as those carried out in California and Thailand have proved both cost-effective (as shown through lower health-care expenditure) and effective in reducing consumption. Interventions promoting smoking cessation during pregnancy lessen the percentage of women who smoke during pregnancy and reduce the frequency of low-birth-weight and premature birth. The International Tobacco Control Policy Evaluation Project, which is aimed at evaluating the psychosocial and behavioural effects of national-level tobacco control policies throughout the world and covers some 20 countries, confirms that health-warning labels, especially those including images, are effective. They provide a low-cost means of increasing knowledge about the dangers of smoking, persuading people to attempt to quit and eliciting high arousal in order to cause an avoidance response. Studies show that comprehensive advertising bans are effective in decreasing the consumption of tobacco products. Raising taxes on tobacco is another effective method of reducing the number of smokers. Tobacco control measures are an effective way to reduce tobacco use among men, women and young people. The results are reduced exposure to tobacco smoke, reduced consumption among women and, consequently, improved maternal, child and population health.

28. With regard to child survival, encouraging professional organizations to engage in tobacco control activities is essential. One example is the work of the Julius B. Richmond Centre of Excellence of the American Academy of Pediatrics. The Centre is dedicated to eliminating children's exposure to second-hand smoke and tobacco. Its projects include data and surveillance communication and coordination approaches and clinical practice and policy interventions. Paediatric leadership is an influential policy method of improving children's health because it can help drive social movements and change societal attitudes. The Neonatal Resuscitation Programme, a "train-the-trainers" educational programme on concepts and basic skills related to neonatal resuscitation, has become a model for tobacco programmes. It led to a decrease in asphyxia in 10 Chinese provinces over a period of five years. Hospitals in India that participated in the Programme reduced the neonatal mortality rate by 7 per 1,000. The Academy and the International Pediatric Association are actively encouraging paediatricians and child health advocates to educate parents about second-hand smoke, to provide cessation treatment or referrals, to advocate for smoke-free areas and policies, and to promote tobacco control policies that include children, young people and families.

Action points

29. The negative impact of smoking and exposure to tobacco smoke on maternal and child health is undeniable, but little work has been done to address that issue. Unfortunately, even less work has been done to deal with the impact of smokeless tobacco. Stronger inter-agency collaboration is crucial in order to advance efforts at the country level and increase awareness about the issue at the community level. Effecting social change through community mobilization is critical in tobacco control. Professional organizations of doctors and nurses must be encouraged to engage in tobacco control activities. The adoption of a resolution on the issue by States members of the Economic and Social Council could be very helpful in terms of joint action aimed at reproductive and child health and tobacco control.

3. Tobacco and human rights

30. The human rights approach can act as a framework for the articulation of the common goals of various United Nations partners, as it is a multidisciplinary perspective. The overall objective is to integrate tobacco control into the human rights framework and vice versa. Specifically, article 8 of the Convention (on protection from exposure to tobacco smoke) is grounded in fundamental rights and freedoms. In its preamble, the Convention identifies linkages to other United Nations instruments, including the Convention on the Rights of the Child and the Convention on the Elimination of All Forms of Discrimination against Women.

31. With a view to the sustainable implementation of the Convention at the country level, and in keeping with the mandates set out in several other United Nations instruments (articles 17 and 32 of the Convention on the Rights of the Child, article 15 of the International Covenant on Economic, Social and Cultural Rights, the Universal Declaration of Human Rights, the International Covenant on Civil and Political Rights, the International Convention on the Elimination of All Forms of Racial Discrimination, and the Convention on the Elimination of All Forms of Discrimination against Women), Governments need to be reminded of their treaty obligations through the use of various mechanisms. Most human rights treaties require States to report on their progress and achievements; that requirement provides opportunities to assess the country implementation of tobacco control. In addition, opportunities are provided through the offices of special rapporteurs, such as the Special Rapporteur on the right of everyone to the enjoyment of the highest attainable standard of physical and mental health, and through the universal periodic review. The latter is a State-driven process carried out every four years, under the auspices of the Human Rights Council, which provides each State with the opportunity to declare what actions it has taken to improve its human rights situation and to fulfil its human rights obligations. Moreover, all development cooperation programmes, policies and technical assistance should promote the realization of human rights as set out in the Universal Declaration of Human Rights and other international human rights instruments. Human rights standards and principles must guide all development cooperation and programming in all sectors and in all phases of the programming process. Human rights language is based on a twofold approach, involving agency and duty. "Agency" is defined as the state of being in action or of exerting power (operation). "Duty" is defined as the binding or obligatory force of something that is morally or legally right (moral or legal obligation). Development cooperation contributes to the development of the capacity of duty-bearers to meet their obligations and/or the capacity of rights-holders to claim their rights. It is important to promote borderless responsibilities to the international community, thereby establishing a linkage among these rights, which are enforced voluntarily or through mandatory regulations. As a vehicle for sustained and meaningful efforts to mainstream tobacco control in the broader human rights agenda, WHO has provided guidance and used its convening powers in the creation of the Human Rights and Tobacco Control Network, a global association of tobacco control advocates and human rights professionals devoted to strategizing and implementing the objectives of the network.

Action points

32. There is a need to assemble a team of medical, public health and legal professionals who can collectively work to develop enforceability language with a scientific basis. Outcomes might include the publishing of an academic paper on a human-rights-based approach to tobacco control, the development and strengthening of partnerships, and the further incorporation of tobacco control into human rights treaties. Immediate next steps might include a general day of discussion on tobacco control and human rights during meetings of either the Committee on the Elimination of Discrimination against Women or the Committee on the Rights of the Child by 2012. Human rights language is based on a twofold approach, involving agency and duty. General comment 14, on article 12 of the International Covenant on Economic, Social and Cultural Rights, is a powerful mandate that should be used against the tobacco industry, referring to "the minimization, so far as is reasonably practicable, of the causes of health hazards inherent in the working environment" and recognizing the right of everyone to the enjoyment of the highest attainable standard of physical and mental health.

33. Ways in which to move forward in integrating tobacco control into the human rights agenda can include utilizing United Nations human rights treaty bodies (the Committee on the Elimination of Discrimination against Women, the Committee on the Rights of the Child and the Committee on Economic, Social and Cultural Rights), developing guidelines and alerting more non-governmental organizations to the importance of including this issue in their lobbying and awareness-raising activities with Governments. In addition, efforts could be made to ensure that the High-level Task Force on the Right to Development and the High-level Plenary Meeting on the Millennium Development Goals to be held in September 2010 include a human rights approach to the Goals, so as to assist the High Commissioner in her efforts.

4. Tobacco and indigenous peoples

34. Tobacco use poses a significant risk to the health of indigenous populations, because it appears to be more prevalent among such groups in comparison with the general population in the countries concerned. In New Zealand, for example, the Māori (the indigenous population) have higher smoking rates for all age groups than the non-Māori population, with a prevalence rate of 49 per cent for Māori women. Te Reo Marama (a non-governmental organization seeking to reduce tobacco use among the Māori in New Zealand) is committed to supporting the implementation of the Convention. The Māori would benefit socially, culturally, economically and in terms of personal health from reduced tobacco use.

35. In the United States, the level of tobacco use among the indigenous population is higher than that among any other ethnic group. In Canada, according to the Institute of Aboriginal Peoples' Health of the Canadian Institutes of Health Research, the prevalence of smoking among First Nations and Inuit peoples is more than double that among the general population in the 20-24, 25-34 and 75-and-older age groups and much higher among young women. Although there has been an overall decrease in the percentage of aboriginal smokers among the off-reserve population, there has been an increase in the number of smokers aged 55 and older in the north. Canadian indigenous groups have higher mortality rates than

non-aboriginal people. For males, the major contributing factors are injury and suicide, while for females the major cause is chronic disease, particularly smoking-related disease, such as lung cancer or chronic obstructive pulmonary disease.

36. Furthermore, in a study conducted recently in Jujuy province, Argentina, it was found that, in the 13-15 age group, smoking prevalence was higher among both males and females of indigenous and mixed ethnicity. From 2004 to 2006, the number of "ever smokers" (those who had smoked at some point in their lives) increased 8.5 per cent, with the number of current, established and regular smokers increasing significantly. There has been an emphasis on the solidarity principles of indigenous culture and on engagement in alternative creative activities. It is important to distinguish between the traditional, ceremonial use of tobacco by indigenous peoples in the Americas and the abuse of tobacco that is so harmful to health.

37. Individuals and organizations in the mainstream — researchers, health professionals and decision makers — have important roles to play, but indigenous communities need to lead and to be fully involved in the process. Progress will be made in reducing the inequities/inequalities faced by indigenous peoples in terms of health only if indigenous communities are engaged in the process of healing and revitalization. Interventions linked to social determinants, such as economic development or improving the built environment, should benefit not only the social development of indigenous peoples, but also their health. It is essential to promote patient-oriented research and target science and technology innovations in order to improve health outcomes and health systems; to support a high-quality, accessible and sustainable health-care system; to address the health inequities/inequalities faced by indigenous peoples and other vulnerable populations; to prepare for emerging global threats to health and respond to existing ones; and to promote health and reduce the burden of chronic disease and mental illness. In addition, if greater success is to be achieved, the message sent to indigenous populations to help them reduce their tobacco use must be redefined. It is not just a question of health; the tobacco industry and manufactured tobacco are an impediment to indigenous development, and therefore tobacco addiction needs to be aligned with sovereignty and social justice frameworks. It is essential to challenge the current leadership mindset and to place tobacco on the larger agenda in every area, including the arts, business, sport, the environment, health and education. This can be done by drawing on cultural lore and ownership, focusing on community responses.

38. Moreover, the respectful recognition of traditional/cultural practices involving tobacco within indigenous communities should be considered in the development of future processes.

Action points

39. A declaration on indigenous peoples and tobacco use should be adopted by the Permanent Forum on Indigenous Issues. An international expert meeting on indigenous populations and tobacco should be convened, and an outcome document should be issued. There is a need to galvanize support, and it is essential that indigenous peoples own this issue. Such efforts should be carried out by the Permanent Forum on Indigenous Issues, in collaboration with WHO.

5. Tobacco industry and corporate social responsibility

40. "Tobacco control" programmes carried out by the tobacco industry do not work. The industry is vast and includes a variety of interests such as manufacturers, importers, exporters, leaf processors and related businesses. With combined profits of more than $30 billion, the largest manufacturers are the China National Tobacco Corporation, Phillip Morris International and Phillip Morris USA, the British American Tobacco Group of companies, Japan Tobacco International and Imperial Tobacco Group plc. In its article 5.3, the Convention calls upon countries to monitor the industry and its efforts. The guidelines adopted at the third session of the Conference of the Parties to the Convention set out measures that "aim at protecting against interference not only by the tobacco industry but also ... by organizations and individuals that work to further the interests of the tobacco industry". One of the most significant challenges is to combat the industry's attempts to portray itself as exercising corporate social responsibility and its efforts as a "partner" in the "reasonable" regulation of tobacco products. The industry has indeed been involved, but that must change. In this context, the United Nations Educational, Scientific and Cultural Organization (UNESCO) is now questioning the contribution of money by a tobacco company (Davidoff) to one of its Goodwill Ambassadors. A decision of the UNESCO Executive Board unequivocally states that no funding from companies involved in the production or distribution of tobacco can be accepted. There needs to be increased monitoring of the relationship between the industry and the United Nations, including its Goodwill Ambassadors, who, according to the Guidelines for the designation of Goodwill Ambassadors and Messengers of Peace, are expected to be "persons of integrity who demonstrate a strong desire to help mobilize public interest in, and support for, the purposes and principles of the United Nations".

Action points

41. In the light of the guidelines set out in article 5.3 of the Convention, there should be a review of the United Nations Goodwill Ambassador Programme to ensure that no industry-sponsored person represents the United Nations.

6. Environmental impact of cigarette butts

42. There are many negative environmental effects associated with tobacco production and consumption. More than 5 trillion cigarette butts are deposited throughout the environment every year, containing hundreds of carcinogenic and radioactive chemicals. Cigarette filters, which do not biodegrade, are designed to absorb and "trap" harmful vapours, residues, tars and particulates. In areas with substantial amounts of cigarette litter, serious environmental hazards may exist, as the compounds absorbed from mainstream smoke are leached out of the butts. Aluminium, barium, cadmium, chromium, copper, iron, manganese, nickel, lead, strontium, titanium and zinc are all leached from butts in varying concentrations, with toxicity lasting for longer than a month. The tobacco company has responded by making failed attempts to develop a biodegradable filter and by partnering with environmental groups. Suggested policy options include mandatory biodegradable filters, hazardous-waste labelling, a waste tax/surtax and fines.

Action points

43. The Human Rights Council Special Rapporteur on toxic waste has submitted a thematic report on the dumping of hazardous waste and its effect on the enjoyment of right to health (article 12 of the International Covenant on Economic, Social and Cultural Rights). Cigarette butts could be an example of the infringement of the right to health. The deleterious environmental impact of cigarette butts should also be taken into account in the implementation of article 18 of the Convention, on protection of the environment and the health of persons. In addition, WHO and the United Nations Environment Programme (UNEP) could prepare a joint technical document on the topic, taking into consideration the efforts of the intergovernmental working group established by the Conference of the Parties to, inter alia, formulate recommendations regarding articles 17 and 18 of the treaty.

7. Smoke-free United Nations

44. On 3 November 2008, the General Assembly, at its sixty-third session, unanimously adopted its resolution 63/8, on smoke-free United Nations premises. Through the resolution, the Assembly decided to implement a complete ban on smoking at United Nations Headquarters indoor premises and on sales of tobacco products at United Nations Headquarters premises. The Assembly also recommended the implementation of a complete ban on smoking at "all United Nations indoors premises, including regional and country offices throughout the United Nations system", as well as a ban on sales of tobacco products at all United Nations premises. In addition, the Assembly also requested that a report on the implementation of the resolution be submitted at its next session. Consequently, in August 2009, the Secretary-General submitted to the Assembly a report on smoke-free United Nations premises (A/64/335), prepared by the World Health Organization in consultation with the Department of Management at Headquarters, offices away from Headquarters and regional commissions. Pursuant to resolution 63/8, the Secretary-General has put in place a comprehensive strategy for smoke-free United Nations premises that informs staff, delegations and visitors to United Nations offices of the implementation of a complete smoking ban.

45. The purpose of the aforementioned report was to update Member States on the status of the implementation of the resolution. As described in the report, following the adoption of the resolution, the Department of Management took a number of actions to make United Nations premises smoke-free. Those actions included conducting a comprehensive information campaign to inform staff, delegations and visitors to the premises of the smoking ban and to invite them to respect it. Other actions included banning the sale of tobacco products at the premises of the United Nations Secretariat and providing within the Medical Service at Headquarters a six-week monitored smoking cessation programme with individual follow-up on all United Nations staff and members of delegations.

46. Further details about the issue are provided in the report.

Action points

47. Representatives of Member States and staff members have provided positive feedback and support regarding the measures taken to create a smoke-free environment within the Organization.

48. Additional rules and information are important in creating an enabling environment. Personal commitment and a sense of responsibility for oneself and the well-being of others are needed if the resolution is to be fully implemented. All staff, delegations and visitors to United Nations premises are invited to safeguard their own health and that of others by refraining from smoking on the premises.

V. Potential areas of collaboration with other agencies

49. The following are issues related to tobacco control with regard to which collaboration can help improve results in curbing the epidemic.

- *Smoke-free workplaces.* From an occupational perspective, the International Labour Organization (ILO) is actively involved in promoting smoke-free workplaces. The ILO SOLVE educational programme is aimed at addressing psychosocial problems in the workplace. It identifies smoking as one of five key psychosocial issues. The SOLVE training course is in the process of being revised with the assistance of WHO. WHO and ILO are also currently collaborating to provide training for trade unions and involve them in implementing policies to ensure smoke-free workplaces.

- *Tobacco use, maternal and child health.* Inter-agency collaboration, specifically among UNFPA, UNICEF, WHO and the World Bank, is essential in order to raise awareness about the important contribution of tobacco control to efforts to improve maternal and child health.

- *Tobacco and human rights.* WHO is working closely with the Office of the United Nations High Commissioner for Human Rights to seek to ensure that tobacco control is included in the human rights agenda.

- *Tobacco and indigenous peoples.* Collaboration between WHO and the Permanent Forum on Indigenous Issues needs to be initiated in order to raise awareness about the problems associated with tobacco use among indigenous peoples.

- *Tobacco and the environment.* Stronger collaboration is needed among the Convention secretariat, WHO and UNEP to help address the risks associated with tobacco growing (deforestation, soil degradation and the contamination of water supplies as a result of the heavy use of pesticides) and the harmful impact of cigarette butts.

- *Tobacco growing.* Countries should be assisted in identifying economically viable alternative activities for tobacco growers and others whose livelihoods depend on tobacco growing. The active participation of the Convention secretariat, FAO, ILO, WHO and the World Bank in the efforts of the working group on economically sustainable alternatives to tobacco growing (aimed at the implementation of article 17 of the Convention, on the provision of support for economically viable alternative activities, and article 18, on the protection of the environment and the health of persons) is very important.

- *Illicit trade in tobacco products.* With regard to the implementation of the draft protocol on illicit trade in tobacco products, once it is adopted, WHO, the Convention secretariat and the World Customs Organization should explore and promote synergies and complementarity in areas relevant to the protocol.

VI. Recommendations

50. **The following recommendations are submitted to the Economic and Social Council:**

(a) **Tobacco use among women is low compared with that among men, particularly in low- and middle-income countries. However, data on smoking among girls reveal that that trend might be reversed because more girls are becoming tobacco users. Exposure to tobacco smoke is also a source of great concern, as a large number of women live with men who smoke regularly. Women are a major target of opportunity for the tobacco industry. Action needs to be taken to ensure that tobacco use among young girls and women does not continue to increase; otherwise, there will be serious social and economic consequences. Gender-specific tobacco control strategies are needed, and women should participate fully at all levels of policy-making and implementation with respect to tobacco control measures. Close collaboration with the secretariat of the Convention on the Elimination of All Forms of Discrimination against Women can help increase awareness of the gender aspect of tobacco use.**

(b) **Tobacco consumption and exposure to tobacco smoke are associated with high health risks for women during pregnancy and delivery, and with significant child health problems. Therefore, tobacco use can be directly linked to Millennium Development Goals 4 (Reduce child mortality) and 5 (Improve maternal health). Tobacco control and reduced tobacco use will help improve maternal health and reduce child mortality. It is important that the United Nations agencies, programmes and funds working in the area of maternal and child health work together to reduce the risks posed by tobacco use. WHO, UNICEF, UNFPA and the World Bank should work within existing frameworks to improve awareness at the country level regarding the importance of tobacco-free communities. Professional organizations of doctors and nurses must be encouraged to engage in tobacco control activities. The Task Force also recommends the adoption of a resolution by States members of the Economic and Social Council calling for joint action to raise the profile of tobacco control among women, their partners and young people.**

(c) **The right to health through the reduction of tobacco use in general and, more particularly, the implementation of article 8 of the Convention (on protection from exposure to tobacco smoke) is based on fundamental rights and freedoms. Additionally, linkages to other United Nations instruments are identified in the preamble to the Convention and make clear the need to include tobacco control in the human rights agenda. This will require closer work with United Nations human rights treaty bodies (the Committee on the Elimination of Discrimination against Women, the Committee on the Rights of the Child and the Committee on Economic, Social and Cultural Rights) to promote a human rights approach to the Millennium Development Goals, including within the High-level Task Force on the Right to Development and at the High-level Plenary Meeting on the Millennium Development Goals to be held in September 2010.**

(d) **Tobacco use poses a significant risk to the health of indigenous populations, because it is more prevalent among those groups than among the**

general population. Close collaboration with the Permanent Forum on Indigenous Issues should be initiated in order to raise awareness about the issue of high tobacco use among indigenous peoples.

(e) The Convention calls upon countries to monitor the industry and its efforts (article 5.3), but one of the most significant challenges is to combat the industry's attempts to portray itself as exercising corporate social responsibility and its efforts as a "partner" in the "reasonable" regulation of tobacco products, involving the United Nations in some cases. There needs to be increased monitoring of the relationship between the industry and the United Nations, including its Goodwill Ambassadors, who are expected to be "persons of integrity who demonstrate a strong desire to help mobilize public interest in, and support for, the purposes and principles of the United Nations". In the light of the guidelines set out in article 5.3 of the Convention, there should be a review of the United Nations Goodwill Ambassador Programme to ensure that no industry-sponsored person represents the United Nations.

(f) Tobacco use undermines poverty alleviation, and joint efforts aimed at improved development in low- and middle-income countries should take into account tobacco control in general and the implementation of the Convention in particular. In that regard, it is important to strengthen inter-agency support for the integration of tobacco control and the implementation of the Convention into the United Nations Development Assistance Framework at the country level.

(g) The negative environmental impact of cigarette butts has become an increasing concern. The cigarette butts deposited throughout the environment every year contain hundreds of carcinogenic and radioactive chemicals. The Convention secretariat, WHO and UNEP should prepare a joint technical document on that topic in order to raise awareness about it.

(h) To assist in the implementation of the Convention, the Task Force could convene a special meeting to explore the possibility of further strengthening multisectoral and inter-agency response to the needs related to its global implementation. Such a meeting might focus on specific articles of the Convention and the corresponding potential for contributions by members of the Task Force.

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Annex

Members of the Ad Hoc Inter-Agency Task Force on Tobacco Control

Department of Economic and Social Affairs

Food and Agriculture Organization of the United Nations

International Civil Aviation Organization

International Labour Organization

International Monetary Fund

Office of the United Nations High Commissioner for Human Rights

Secretariat of the Permanent Forum on Indigenous Issues

Secretariat of the World Health Organization Framework Convention on Tobacco Control

United Nations Children's Fund

United Nations Conference on Trade and Development

United Nations Development Fund for Women

United Nations Development Programme

United Nations Educational, Scientific and Cultural Organization

United Nations Environment Programme

United Nations Fund for International Partnerships

United Nations Office on Drugs and Crime

United Nations Population Fund

World Bank

World Customs Organization

World Health Organization

World Intellectual Property Organization

World Trade Organization